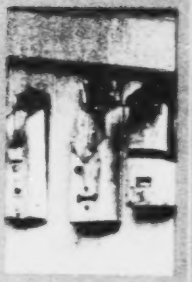
More than just a roof

Action to end homelessness in Ontario

Final report of the Minister's Advisory Committee on the International Year of Shelter for the Homeless



89-00250/

MORE THAN JUST A ROOF:
ACTION TO END HOMELESSNESS IN ONTARIO

More than just a roof:
Action to end homelessness in Ontario

Final report of the Minister's Advisory Committee on the International Year of Shelter for the Homeless

Copyright © 1988 by Ontario Ministry of Housing

777 Bay Street
Toronto, Ontario M5G 2E5

Printed in Canada by Twin Offset, Toronto

Cover/book design & typography: Willem Hart
Photography: Rick Chard

Canadian Cataloguing in Publication Data

Ontario. Minister's Advisory Committee on the International Year of Shelter for the Homeless.
More than just a roof

Includes bibliographical references.
ISBN 0-7729-4186-6

1. Homelessness--Ontario. I. Ontario. Ministry of Housing. II. Title. III. Title: Action to end homelessness in Ontario.

HV4510.06068 1988 363.5'8'09713 C88-099656-0

Additional copies available from:

Ontario Government Bookstore
880 Bay Street
Toronto, Ontario
(416) 965-2054
(Personal shopping)

Publications Services Section
5th Floor, 880 Bay Street
Toronto, Ontario M7A 1N8
(416) 965-6015
Toll-free long distance: 1-800-268-7540,
in area code 807 dial 0-Zenith-67200
(Mail order service)

MORE THAN JUST A ROOF:

Action to end homelessness in Ontario

FINAL REPORT
OF THE MINISTER'S ADVISORY COMMITTEE
ON THE
INTERNATIONAL YEAR
OF SHELTER FOR THE HOMELESS
(IYSH)

Ontario Ministry of Housing

International Year of Shelter for the Homeless
1987

April 1, 1988

Honourable Chaviva Hosek, MPP
Minister of Housing
Ministry of Housing
777 Bay Street, 10th Floor
Toronto, Ontario M5G 2E5

Dear Minister:

We are pleased to present to you the final report of your Advisory Committee on the International Year of Shelter for the Homeless. Through the work of the Committee members and the activities sponsored by the Committee in 1987, we have involved over 15,000 people in Ontario in raising public awareness about the urgency of ending homelessness. The report details the process by which we feel that goal can be achieved.

This report and the recommendations contained therein are a result of the Committee's deliberations and the wealth of information we received from the public, concerned individuals and professionals, and the homeless themselves. Members of your government and ministry were also open and helpful. We have been well served by a Secretariat under the direction of your Deputy. We thank them for their assistance, concern and commitment to helping us prepare this report.

The report and our recommendations are submitted herewith.

Minister's Advisory Committee on IYSH

Jeffrey Patterson, *Chairman, Senior Program Director, Social Planning Council of Metropolitan Toronto*

Bill Belfontaine, S.B.St.J, CAAP *Controller, City of Scarborough*

Dolores Blonde, *Co-ordinator of Programs, Faculty of Law, University of Windsor*

June Craig, *Member, Housing Authority of Ottawa Carleton*

Michael Faye, *Director, Program Services, Covenant House, Toronto*

Joyce Johnson, *Executive Director, Anduhyaun*

Randy Kapashesit, *Acting Chief, MoCreebec*

Mary King, *Assistant Co-ordinator, Community Ministries, Anglican Diocese of Ottawa*

David Walsh, *President, Realco Property Ltd.*

Maylanne Whittall, *Single Displaced Persons Project*

Table of contents

EXECUTIVE SUMMARY 9

INTRODUCTION: 20
ONTARIO'S PARTICIPATION IN THE INTERNATIONAL YEAR OF SHELTER FOR THE HOMELESS
Terms of Reference
Key Actors
Activities of the Advisory Committee
Acknowledgments

PART I: **THE MEANING OF HOMELESSNESS**

CHAPTER 1: **UNDERSTANDING HOMELESSNESS** 28
Why People are Homeless
The Major Factors Affecting Homelessness
The Reality of Homelessness
The Cycle of Homelessness

PART II: **BUILDING AFFORDABLE HOUSING**

CHAPTER 2: 40
THE ROLE OF THE NON-PROFIT SECTOR
The Need for Social Housing
The Relationship Between Affordability and Supply
A Target
The Providers of Social Housing
Strengthening the Non-Profit Sector
1) Increase the Number of Non-Profit Housing Allocations
2) Make Government Land Available
3) Modify the Proposal Call System
4) Reform the Maximum Unit Price (MUPs)
5) Establish a System Which Recognizes and Funds the Cost of Managing Social Housing
6) Provide Infrastructural Support

CHAPTER 3: **THE ROLE OF GOVERNMENT** 52
The Not-In-My-Back-Yard (NIMBY) Syndrome
The Need for Regulatory Reform
The High Cost of Land
Measures to Preserve and Enhance the Stock of Affordable Rental Accommodation
1) The Rental Housing Protection Act
2) Low-Rise Rehabilitation Program
3) High-Rise Rehabilitation Program
4) Convert-to-Rent Program
5) Non-Profit Sector Acquisition of Lower Cost Units
6) Rent Supplement Program
Measures to Preserve the Affordability of Rental Housing
Native Housing

PART III: **THE RELATIONSHIP BETWEEN HOUSING AND SUPPORT SERVICES**

CHAPTER 4: **LIVING IN THE COMMUNITY WITH SUPPORT SERVICES** 63
Relationship Between Supply and Support
Community Support Models
Supportive Community Living

CHAPTER 5: **USING EMERGENCY ACCOMMODATION** 69
The Hostel System
Day Programs
Youth and Homelessness
Inter-Ministerial Demonstration Fund

PART IV: **CONCLUSION AND RECOMMENDATIONS** 76
Political Will
Recommendations

NOTES 85
APPENDICES 90

HOUSING
NOT
HOSTELS

EXECUTIVE SUMMARY

This report develops an understanding of homelessness that moves beyond the graphic media images of the homeless as bench dwellers and bag ladies. It goes beyond identifying the causes of homelessness by recommending strategies for increasing the supply of social housing to meet the needs of the homeless. While the report focuses largely on the housing problem, it also stresses the relationship between permanent, affordable housing and the range of support services necessary to meet the needs of homeless people.

Part I examines the structural issues that comprise the housing crisis and the condition of low-income people in our society. It examines the cycle of homelessness by housing situation rather than by labelling people, and discusses the magnitude of homelessness.

The second section argues that Ontario must develop a strategy to ensure that more affordable, permanent rental accommodation is built to meet the housing needs of low-income people. It points with optimism to the municipal, co-operative, church, and community-based housing providers that comprise the non-profit housing sector. The major constraint remains, however, the lack of funding for assisted non-profit housing. Chapter Two focuses on the role of the non-profit sector as the principal delivery mechanism for social housing and details how the capacity of the non-profit sector to build rental housing can be strengthened. The chapter also suggests specific measures for strengthening the private non-profit sector through infrastructural support and other measures.

The report acknowledges the impact that low wages and low rates of social assistance has on the homeless and their relation to the housing market. Chapter Two urges government to change the shelter cost component of social assistance to cover 100 per cent of the average monthly rent for specific regions of the Province. The report further urges the implementation of a targeted rent supplement for those whose shelter costs put them substantially at risk of becoming homeless.

Chapter Three calls for specific government actions to remove the major constraints to building social housing, such as community opposition and the high cost of land. Current government programs that preserve both the affordability and the supply of rental housing

are examined.

Finally, Chapter Three urges that Ontario move quickly to establish an effective working relationship with native groups to overcome the deplorable condition of native housing in the Province. The report emphasizes the willingness of native groups to solve their own housing problems and the opportunity for establishing an effective partnership with the Ministry of Housing.

Part III, Chapter Four reviews the relationship between housing and support services and argues that a comprehensive community support model is needed now. This model would provide a wide range of support services in a way that ensures portability and accessibility throughout the Province. Such a model would not link service arrangements with housing units. Service flexibility would ensure that the permanence of one's housing was not affected by success or failure in a program. Known as supportive community living, this approach represents a significant departure from the group home model.

The report points out that de-institutionalization represents a public policy failure that can only be redressed in part, through the implementation of a comprehensive community support model, combined with a major push to build more assisted housing.

Chapter Five recommends some concrete measures for the reform of the emergency shelter system in Ontario and urges the public funding of day programs and youth hostels, and the creation of an Inter-Ministerial Demonstration Fund to finance community initiatives.

The report concludes that if homelessness is to be eliminated, it will require the political will of the Premier, the Ontario Cabinet, and the Minister of Housing. The urgency of the need and the high social cost of not addressing this emergency, argue for strong immediate leadership at the political level. The Committee feels that immediate action to address the impact of the housing crisis on the poor is a fundamental issue of social justice. A detailed summary of the report follows.

PART I: THE MEANING OF HOMELESSNESS

The housing crisis in Ontario has its greatest impact on the poor. Low wages, low rates of social assistance, the steady loss of traditional forms of affordable housing, demographic changes, and the low rate at which affordable rental housing has been produced, have created a situation in which some low-income people are forced to compete for substandard housing, double-up with other households, or pay an

unacceptable ratio of their income on rent. The rest are forced to use the emergency shelter system as a permanent form of housing or to live on the street. Low-income single people, sole support mothers, youth, and people recently discharged from institutions are particularly hard hit by the lack of permanent, affordable housing.

Homelessness is not resolved by temporary or emergency shelter. In fact, the way governments provide emergency shelter contributes to homelessness by isolating individuals from the labour and housing markets and limiting their access to support services.

Homelessness tends to be recurrent. For the homeless, the cycle of having and losing housing results in the loss or fragmentation of the usual supports provided through family, friendships and community relationships. It is not just the lack of housing which defines the homeless, but their displacement from family and community life as well.

Homelessness denies people the opportunity to build a life which contains personal identity, family, relationships, a role in the community, privacy, and security. Instead, people are forced to live in an environment of extreme stress, crowding, insecurity, illness, and despair.

This report rejects definitions of the homeless which focus on categories of disability. Rather, the Committee has chosen to define the homeless at three points along a continuum that focuses on their housing situation:

- people literally without shelter;
- people who use the emergency shelter system as a permanent form of accommodation; and
- tenants living in overcrowded, substandard housing and/or who pay more than 50% of their income on rent.

These three housing situations define a cycle of movement for people at the low end of the housing market. Service providers report that it is not uncommon for a family or individual to experience each of these three situations during the course of one or two years. The number of homeless people at any time changes constantly. Even in a tight housing market, the poor move constantly and are difficult to count.

The important point is that the number of homeless in Ontario is growing. We can no longer refer to homelessness as an individual problem. It must be viewed as part of the economic conditions that define the prosperity recently experienced in Ontario. The report conservatively estimates that more than 200,000 households in Ontario are caught in a cycle of homelessness.

Almost 20 reports on homelessness have been produced at the provincial and municipal levels of government and by voluntary agencies in the past five years, and most have focused on the causes of homelessness. Therefore, the Committee felt it was now important to focus on strategies for increasing the supply of social housing, as well as on processes for overcoming the considerable constraints that exist in the market, in the community, and in the way government programs are designed.

PART II: **BUILDING AFFORDABLE HOUSING**

To meet the needs of the homeless, the Provincial Government must develop an effective strategy for increasing the supply of social housing. The report suggests that an effective strategy would be based on the following elements:

1) a substantial financial commitment in the form of increased unit allocations for non-profit housing;
2) a strategy to strengthen the delivery capacity of the non-profit housing sector, particularly the private non-profit component of that sector; and
3) measures to overcome constraints to building social housing (e. g., community opposition, the high cost of land, and the way government programs are delivered).

A Social Housing Target

The report recommends that the Minister set as a social housing target, the immediate creation of 14,000 rent-geared-to-income (RGI) units per year. This would more than double the current number of R. G. I. units produced. These units could be created through a variety of measures, including new construction, increased rent supplement agreements, increased RGI units in co-op and private non-profit stock and other creative measures to increase the number of social housing units.

CHAPTER TWO:
THE ROLE OF THE NON-PROFIT SECTOR

In the last ten years, non-profit housing producers have been in the forefront of shaping an innovative response to the housing needs of low and moderate-income people. Non-profit housing initiatives have replaced the role of the private sector in the development and management of low-cost rental housing. In particular, the private non-profit sector has made significant advances in developing a

management model for social housing that meets the social needs of the homeless.

The private non-profit sector has been successful in forming partnerships with the co-operative and municipal components of the non-profit sector and has been able to draw on the skills of volunteers, community organizations, local service agencies, churches, and the private sector building industry to respond to the loss of affordable housing and the need to produce social housing.

Specific Measures to Strengthen the Private Non-Profit Sector

The private non-profit sector, unlike the co-operative non-profit sector or the municipal non-profit sector, does not have an infrastructure to provide it with continuity, expertise, risk money, and training programs.

The report recommends that the Ministry of Housing establish a special unit within the Ministry to work with representatives of the private non-profit sector to develop:

- a mechanism for core funding private non-profit resource groups to develop new non-profit housing sponsors in the community to work on demand with church groups and community agencies, and train people to manage social housing; and
- a structure or foundation to facilitate corporate and community investment in non-profit housing alternatives.

Measures to Strengthen the Non-Profit Sector in General

The report argues that the Minister of Housing should recognize the innovative role the non-profit sector, as a whole, plays in the provision of social housing. The Ministry should strengthen its partnership with the sector and work to eliminate the constraints which currently act as barriers to the production of low cost rental housing. The report recommends that the Ministry work to:

- modify the proposal call system;
- reform the Maximum Unit Price structure to allow more flexibility;
- explore bloc-funding or multi-year unit allocations;
- establish a three track approval process based on experience and development track record;
- establish a system which recognizes and funds the true costs of managing social housing; and
- make government land available to non-profit groups.

CHAPTER THREE:
THE ROLE OF GOVERNMENT

The Not In My Backyard (NIMBY) Syndrome

Community opposition to solutions to homelessness manifests itself in the not-in-my-backyard syndrome. While the Committee recognizes the need for continued public education which focuses on the kinds of solutions needed to eliminate homelessness, the report concludes that public education by itself is not enough. Leadership and commitment on the part of politicians and civic leaders who are in a position to change policies and establish funding priorities are also required.

The Need for Regulatory Reform

The Province must make a commitment to use its mandate to provide leadership and initiative on the issue of restrictive municipal by-laws, even though some decisions will be controversial or unpopular.

The report recommends that sufficient resources be given to municipalities to enable them to develop assisted housing strategies. In addition, the Province should be willing to establish through amendment to the Planning Act, a specific set of regulations prescribing what municipalities may and may not do with respect to the regulation of assisted housing. If municipalities cannot demonstrate action to change restrictive by-laws, the Province could be empowered to enact zoning which conformed to the regulations in the Planning Act. If such action is not taken, the Province will have to increase its social housing allocation.

The report further recommends immediate action to eliminate by-laws which preclude shared accommodation by unrelated adults, and the appointment of two additional chairpersons to the Ontario Municipal Board. Their main responsibility would be to hear appeals related to social housing.

The High Cost of Land

The report acknowledges that the high cost of land remains a significant constraint to the production of affordable rental housing. The report recommends that public land be made available to non-profit housing groups at below the market value and that municipalities ensure that their official plans require some specific percentage (e. g., 25%) of vacant land in new subdivisions to be dedicated for social housing.

The Committee feels that the considerable untried potential for private investment in community housing through foundations, corporations, and community development loan funds should be ex-

plored. The report also recommends that some measures to eliminate speculation on vacant residential property and housing should be considered.

The Preservation of Affordable Rental Stock

The report acknowledges the problem of legislation that seeks to preserve affordable rental accommodation yet, may in fact, discourage capital investment in upkeep and maintenance. The Committee does not feel that there is a sufficient supply of affordable rental accommodation in larger urban centres to allow conversion of these units to condominiums. The report recommends that the Rental Housing Protection Act be extended to allow time to develop a new mechanism to preserve the affordability and condition of existing rental housing stock. It also recommends the expansion of the Rent Supplement Program.

The report further recommends that loan insurance or other creative financial instruments be explored to enable non-profit groups to buy low and moderate cost rental properties in order to ensure their long-term affordability and their status as rental units available to low and moderate income households.

Measures to Preserve Affordability

The report notes that a growing number of households have a rent-to-income ratio that puts them substantially at risk of being made homeless should their economic situation take a turn for the worse. The report anticipates that the Social Assistance Review will recommend some income measures to address the affordability issue. The Committee feels that the Ministry of Housing should assess the impact of these measures and be prepared to consider a targeted rent supplement program for households who are substantially at risk of being made homeless. Such a measure would stabilize the housing situation of the low-income households who have only an affordability problem.

Native Housing

The report states that there is a need for greater consultation between native groups and program funders and for greater flexibility in the delivery of housing to native communities. A conference between native housing groups and the Minister of Housing should be held prior to the conclusion of negotiations between the Ministry and CMHC to ensure that native groups become a party to negotiations on the delivery of housing programs to native communities. Special measures should be taken to ensure that all off-reserve and urban

native housing groups are included in Provincial housing programs.

PART III: THE RELATIONSHIP BETWEEN HOUSING AND SUPPORT SERVICES

While the report focuses largely on the housing problem and particularly on suggestions for strengthening the non-profit sector's capacity to deliver more affordable housing, it also stresses the relationship between permanent, affordable housing and the range of support services necessary to meet the needs of the homeless.

CHAPTER FOUR: LIVING IN THE COMMUNITY WITH SUPPORT SERVICES

While secure, affordable housing is the essential and basic element to living a dignified life, it is not enough to ensure the elimination of homelessness. For people who are mentally ill, disabled, chronically unemployed, as well as youth and low income, sole support parents, a level of support ranging from relatively high levels of care to improved access to generic support services is also needed. The relationship of support services to housing is one of the most complex public policy questions surrounding the homelessness issue.

The bottom line in the current situation is that homeless people with support service needs are not being adequately served by existing policies and programs. Furthermore, the traditional mandates within Ministries such as Community and Social Services, and particularly the Ministry of Health, fail to meet the support services needs of the homeless and other low-income groups experiencing complex social and economic problems.

The report states that support services must be available and fully accessible everywhere in the Province and provided with sufficient portability to ensure that the permanence of one's housing situation is not threatened or revoked by an individual's success or failure in a support program. This is the essential principle underlying the concept of de-linked support services and housing.

The Ministry of Housing's responsibility is to ensure an adequate supply and suitable range of affordable housing alternatives, and to provide funds to manage such housing adequately. While the social goals of housing policy cannot be met unless a comprehensive community support model is in place, the Committee feels that it is not the responsibility of the Ministry of Housing to provide such a model. The responsibility for community support service arrangements clearly resides with the Ministry of Health, the Ministry of Commu-

nity and Social Services and the Ministry of Correctional Services.

CHAPTER FIVE:
USING EMERGENCY ACCOMMODATION

The Hostel System

The report distinguishes between the role of hostels as a social service to people who are in transition or in crisis with little or no ability to pay for shelter and the role of hostels as second tier social housing and warehouses for the homeless. The report argues that the latter role of hostels is a direct result of the neglect shown by governments in the early 1980's at the beginning of the current housing crisis. In Ontario today, the lack of affordable, permanent housing and the lack of support services to help people who require them in order to live independently has put increasing pressure on the hostel system to provide longer term accommodation and support services. These pressures are completely at odds with an appropriate role for the shelter system as an entry point into the housing system for people in crisis.

The report argues that the system of emergency shelters and hostels in Ontario should not be used as permanent accommodation for those unable to compete for scarce, affordable accommodation in the housing market.

Nevertheless, as hostels for the most part, have become a dumping ground for people with psychiatric problems and the shelter of last resort for young people discarded by society, standards must be put in place immediately. This will require a change in the funding mechanism. The report recommends that the Government of Ontario move immediately to establish a funding mechanism for day programs.

Youth and Homelessness

The report notes that while the absolute numbers of hostel users are growing, the relative numbers of youth in the shelter system is increasing at an even greater rate. The problems experienced by homeless youth offer the most compelling example of how line Ministries fail to meet emerging needs and create major gaps in service delivery to those in need.

The report recommends that the Province ensure that all municipalities in Ontario fund their share of emergency shelter and crisis care for youth. The Ministry of Housing should provide up-front funds for the development of youth shelters in the same manner that it currently funds shelters for battered women. The financial support

for youth shelters should reflect the actual costs of operation and staffing needs.

PART FOUR: **CONCLUSION AND RECOMMENDATIONS**

Political Will

If the issue of homelessness is to be effectively addressed, it will require the political will of the Minister of Housing, the Premier and the Ontario Cabinet. The urgency of the need and the high social cost of not addressing the issue argue for strong political leadership to increase housing allocations, effect regulatory reform, and introduce the flexibility and co-operation needed to strengthen the non-profit housing sector.

The report recognizes that while Ontario must show the political leadership to deal with the housing crisis, it cannot act alone. Canada also shares a responsibility for the production of social housing. In the face of growing need, the Federal Government has been able to cap its commitment to social housing with little or no political resistance. Social housing has traditionally been a shared-cost policy field. The Federal Government's contribution to social housing must keep pace with growing need.

Over the past five years, community organizations, voluntary associations, church groups, co-operatives and private non-profit housing providers, organized labour, native groups, concerned individuals, as well as the homeless themselves have mounted constant campaigns to draw municipal and provincial government attention to the housing needs of low-income people. The Committee feels that similar pressure needs to be directed to halt the Federal Government's retreat from the social housing field.

A recognition by the Provincial Government of the major role that the non-profit sector can play in the production of social housing would be a major cause for optimism. A willingness to make an additional monetary commitment to non-profit housing production would indicate the political resolve to eliminate homelessness.

Community organizations must continue to organize the homeless, helping them to develop the necessary skills to play a major role in the effort to build and acquire more affordable housing. A considerable potential for community investment in housing and support services for low-income people exist in Ontario.

Community organizations have emerged as the essential link between provincial and local governments and between the homeless and other community groups that have the will, expertise and ability to deliver solutions. The Committee believes that now is the time to

build an effective partnership between the Provincial Government and the non-profit sector in order to eliminate homelessness.

The time for action is now.

INTRODUCTION

Ontario's participation in the International Year of Shelter for the Homeless

The United Nations designated 1987 as the International Year of Shelter for the Homeless (IYSH) in order to focus world attention on the growing dimension of homelessness, both in the developing and the developed nations. In March 1986 the Government of Ontario committed itself to participating in the International Year. The Ministry of Housing took the lead role within the government, and assumed responsibility for co-ordinating a range of province-wide and inter-ministerial initiatives.

TERMS OF REFERENCE

The Province's participation in the IYSH was guided by four major objectives:

- **a)** to raise public awareness of the issues and concerns regarding homelessness;
- **b)** to encourage and develop dialogue and participation at the local level in activities related to IYSH;
- **c)** to co-ordinate the efforts of Provincial Government Ministries and its agencies in activities marking IYSH; and
- **d)** to participate, in inter-provincial, federal, and international activities marking IYSH, in cooperation with Canada Mortgage and Housing Corporation - the national IYSH focal point.

KEY ACTORS

To achieve these goals and objectives the Minister of Housing established the following:

A. The Minister's Advisory Committee on IYSH

The Minister of Housing established an Advisory Committee on the IYSH consisting of a Chairman and nine members of the general public representing various regions of the Province. Members of the Committee are knowledgeable about the issue of homelessness and/or have direct experience working with the homeless.

The Advisory Committee was responsible for providing advice and guidance to the Minister of Housing and the Government of Ontario on how best to maximize the Province's participation in IYSH, and to most effectively communicate the message of IYSH to the people of Ontario. Its mandate also included the responsibility to recommend longer term, permanent strategies designed to eliminate homelessness in Ontario.

B. The Inter-Ministerial Committee on IYSH

The Committee was comprised of representatives from the Ministries of Citizenship; Community and Social Services; Correctional Services; Education; Health; Housing; and Municipal Affairs. Its responsibilities included:

- identifying government activities which met the IYSH criteria for serving the needs of the homeless;
- sharing information on Ministry-specific and government initiatives, as well as their impact on the goals of IYSH; and
- co-ordinating overall Provincial Government participation in IYSH.

C. The IYSH Secretariat

The Secretariat was staffed by three professional/administrative and two support staff. It reported to the Minister of Housing through the Deputy Minister, and was responsible for:

- providing administrative and operational support to the Minister's Advisory Committee on IYSH;
- co-ordinating the operation of the Inter-ministerial Committee on IYSH;
- developing and implementing a public awareness plan; and
- co-ordinating the inter-governmental aspects of the Province's IYSH activities.

ACTIVITIES OF THE ADVISORY COMMITTEE

A. Project Grants

The Committee approved a total of $350,000 in grants to 44 projects designed either to raise public awareness of homelessness or to support activities that assisted the homeless. The projects included: videos on homelessness; workshops and conferences; a drop-in nursing clinic for homeless people, a housing referral service for

victims of family violence; and a self-help revolving housing fund. A complete list of projects is contained in Appendix A.

B. Regional Workshops
The Advisory Committee sponsored a series of six regional workshops in Hamilton, Windsor, Thunder Bay, Sault Ste. Marie, Ottawa and Toronto. Over eight hundred participants attended the workshops. As a result, more than one hundred recommendations to address the issue of homelessness were developed. A list of workshop proponents appears in Apendix B.

C. Essay Writing and Poster Design Project
The Advisory Committee received a total of 415 essays and 662 poster entries from students in elementary and secondary schools throughout Ontario. Twelve finalists in three age groups,as well as special mentions were recognized at the World Habitat Day Awards Ceremony in October 1987. A list of the winners appears in Appendix C.

D. Canadian Study Program
In conjunction with the Canadian International Development Agency (CIDA) and several non-governmental organizations, the Advisory Committee participated in the Canadian study programme for over seventy delegates from developing countries who are actively engaged in housing and social development. The six delegates hosted by Ontario came from Sri Lanka, Tanzania, Jamaica, Ghana, Nigeria, and India. A list of the delegates appears in Appendix D.

E. Canadian Conference to Observe IYSH
A major conference on homelessness organized by The Canadian Association of Housing and Renewal Officials and the International Council on Social Welfare (Canada) was held in Ottawa from September 13-16, 1987. Approximately 1,300 delegates from around the world attended the Conference, including the Premier of Ontario, the Minister of Housing and members of the Advisory Committee.

Ontario contributed $100,000 to fund the conference. In addition, the Province hosted three workshops and an exhibit at the Innovative Housing Exposition.

F. Awards Ceremony: World Habitat Day, October 5, 1987
The Advisory Committee received over 90 nominations from various regions of the Province for awards recognizing community service, model projects and special efforts on behalf of the homeless. A list of the award recipients in each category is contained in Appendix E.

G. Interim Governmental Response to the Problem of Homelessness

A number of specific measures to address issues that contribute to homelessness have been taken by the Government of Ontario since its participation in IYSH was announced. These include: recent amendments to the Landlord and Tenant Act to extend its protection to roomers and boarders; amendments to the Human Rights Code to eliminate landlord discrimination against children as well as on the basis of sexual orientation; and the passage of the Rental Housing Protection Act, Bill 11.

In addition, in 1987, Project 3000, a special Provincial initiative was implemented to assist non-profit housing sponsors to produce 3000 rental housing units for a broad range of groups. Particular emphasis was placed on serving people with special needs. The Province of Ontario assumed full financial responsibility for this initiative which supplemented the number of housing units allocated through the Federal/Provincial non-profit housing program.

In October 1987, the Advisory Committee submitted a number of recommendations to the Minister of Housing, and urged their immediate implementation. As a result, in December 1987, the Minister of Housing announced that funding to build emergency shelters would henceforth be matched dollar for dollar by funds to construct permanent housing. In January 1988, the Minister of Housing announced that the eligibility requirements for provincially subsidized housing would be amended to include single persons under 60 years of age and that the one year residency requirement would be removed.

Another recent initiative announced by the Provincial Government to address homelessness is the establishment of local Access to Permanent Housing Committees. These committees will bring together concerned individuals, community groups and social service agencies involved in housing issues to work towards improving access to permanent housing for those in need. Funding is available from the Province to initiate local projects. Each Access Committee can submit proposals for Provincial funding up to a maximum of $250,000. Each proposal will be reviewed by a permanent Provincial committee appointed by the Ministers of Housing and Community and Social Services. Information sessions have been held or are being planned in more than 20 communities across Ontario (see Appendix F for list of communities).

The Committee acknowledges that these measures represent an important beginning. But members stress that they are no substitute

for a long-term strategy that recognizes the need for more permanent, affordable rental accommodation, as well as the relationship between housing and support service needs.

FINAL REPORT OF THE MINISTER'S ADVISORY COMMITTEE ON IYSH

This report represents the conclusions reached by all ten members of the Minister's Advisory Committee on IYSH. The recommendations are based on the collective experience of the Committee as well as their broad consultations throughout the IYSH.

The Committee met monthly for eighteen months. Members reviewed the findings of other committees and task forces at both the municipal, provincial, and national level in Canada and abroad. They also reviewed the work and the results of the projects funded throughout the IYSH. They participated in the IYSH Regional Workshops and reviewed the findings, hosted two successful symposia, and travelled north to James Bay and Northeastern Ontario. These activities provided an extensive body of information upon which the final report is based.

The Committee wishes to note that homeless people themselves were not represented on the Committee. Thus, it recommends that any subsequent committees struck to deal with homelessness include homeless people as members. The Committee is not trying to speak for the homeless in this report. Nevertheless, it hopes that this document accurately reflects their needs.

Through this report, the Committee has sought to convey the reality of homelessness at the community level. The recommendations are not the result of abstract statistical analysis. Rather they suggest workable solutions based upon concrete accomplishments in communities throughout Ontario. Members of the Committee know that homelessness can be eliminated; they know how to accomplish this objective and they have attempted to convey this sense of opportunity and commitment in this report.

ACKNOWLEDGEMENTS

The Advisory Committee would like to acknowledge the dedication and resourcefulness of the IYSH Secretariat staff in planning and implementing the many Provincial activities that furthered greater public understanding and awareness of homelessness. Our thanks go to Ludovic D'Souza and Terry Fagan - Coordinators, Jennifer Ellison - administrative support, Sylvia Fait and Earl Lewis - support staff, and summer students Barbara Carss, Enza Lamanna, Jewell Lord and

Cathy Almeida. The Committee would like to thank Vanine Yee for her work as Research Analyst to the Secretariat and for her contribution to the report, and Judith Finlayson for her editorial assistance. Our thanks to Jennifer Ellison for her secretarial support in preparing this report. A special word of thanks goes to Jeff Evenson for his role as Director of Research and principal writer of this report on behalf of the Committee.

PART I:
THE MEANING OF HOMELESSNESS

CHAPTER 1:
Understanding homelessness

The most common question posed by the public and the media is, "How many homeless people are there?". The second most common question is, "who are they?". The overwhelming majority of the more than one thousand entries in the Essay Writing and Poster Design Project sponsored by the Minister's Advisory Committee on IYSH represented the homeless as elderly men sleeping on park benches or women carrying their possessions in shopping bags. But the homeless are more than those who are living on the street - they are also those who cannot find permanent accommodation that is both adequate and affordable. Homelessness results from the lack of permanent affordable housing from which to build an independent life.

It is worth noting that the number of homeless people at any given time changes constantly. In addition, their numbers can depend upon the way homelessness is defined and how the homeless are enumerated. However, the number of homeless in Ontario is definitely growing. The Committee conservatively estimates that approximately 200,000 households in Ontario are caught in a cycle of homelessness (see section on "The Cycle of Homelessness").

WHY PEOPLE ARE HOMELESS

Homelessness is not an individual problem. It is linked to a complex combination of social and economic factors. These include: inadequate income and low rates of social assistance; the loss of affordable rental stock through deconversion, demolition and conversion to condominiums; the lack of employment opportunities in an age of industrial transformation; changes to urban land use patterns; and the accelerating cost of land. Homelessness has been exacerbated by public policy decisions in the 1970's related to the discharge of institutionalized people and the decision to stop building public housing. The growth of one and two person households and a substantial increase in the number of sole support families on social assistance have added to the problem.

To a large extent, these factors have a disproportionate impact on women, children, youth, and low and moderate wage earners, particularly in large and medium sized urban centres. Taken individu-

ally, each of these factors represents a major policy challenge for government and the community. **Taken broadly, homelessness is an indication of the changing face of poverty in our Province.**

THE MAJOR FACTORS AFFECTING HOMELESSNESS

In response to the growing problem of homelessness and rapidly changing patterns of urban land use, more analysis of why people are homeless has been done in the past five years than at any time since the 1950's. While actual numbers on the size of the homeless population are difficult to pinpoint, many of the trends that create homelessness have been identified.

1) Loss of Affordable Housing

In most urban centres in Ontario, the middle class and the wealthy have returned from the suburbs to the central core of the city. As a result, the supply of affordable rental housing in areas of the city traditionally occupied by low-income people has been significantly reduced. Through deconversion (the process of returning multiple dwelling unit housing to its original single family form) Ontario has experienced a decline in rooming and boarding house accommodation (from 206,165 rooms in 1971 to 111,853 rooms in 1981.)[1] Assuming the same rate of change to 1987, it has been estimated that the stock has been further reduced to 61,000 rooms.

The City of Ottawa and the City of Toronto have developed a Housing Occupancy Analysis System (HOAS) which uses property data to keep track of trends in housing occupancy. In Ottawa, the summary records showed that between 1981 and 1985, 9,942 dwelling units were added to the housing stock while 2,228 units were demolished or converted to non-residential uses, and 928 dwelling units were lost from the housing stock through deconversion/conversion activity. Deconversion of existing multiple unit properties to fewer units was the primary factor behind these losses.[2]

In the City of Toronto, deconversion represents an even stronger trend. Between 1976 and 1985, 8,975 dwelling units were lost from the housing stock through deconversion/conversion activity while there was an addition of 23,600 new dwelling units. Demolition accounted for the loss of 4,691 units. Rental stock losses due to deconversion outpaced any gains from conversion.[3]

At the same time, the demographic trend of higher household growth relative to population growth, particularly of smaller (one and two-person) households, meant that more households were competing for the declining stock of affordable housing.

2) Low Rental Housing Production

In the last four years, rental housing starts have declined relative to ownership housing. Since 1984, rental housing has accounted for less than 20% of the total annual housing starts (Table 1). The private sector believes that the development of low-cost rental housing is not profitable. As a result, it has engaged in the construction of condominiums, luxury rental accommodation, and ownership housing. The majority of rental housing starts during this time have been provided by the private and municipal non-profit sector. Less than half of these units have been specifically geared to low-income people. The public sector has not built rental housing directly since the mid 1970's.

When housing is considered a commodity, one's ability to compete in the market is defined largely by one's ability to pay. As demand for housing exceeds supply, shelter costs for available units have risen sharply, while vacancy rates have dropped to an all-time low. Since 1984, vacancy rates for rental apartments in Ontario have stayed at or below 1% (Table 2). The rental housing that is available is likely to be in the high rent range and thus out of the reach of most low-income households. A tight rental market imposes hardship on those least able to pay for available housing.

3) Low Income or Low Rates of Social Assistance

Ontario's Task Force on Roomers, Boarders and Lodgers estimated that in 1981 there were 408,000 one person households in Ontario. 47% of those or 190,000 people pay more than a quarter of their income on shelter costs. 17% or 69,000 paid more than 50% of their income on rent. The Task Force pointed to studies carried out by the Metropolitan Toronto Community Services Department which indicated that welfare recipients in Metro Toronto living in private rental units paid, on average, 64% of their benefits each month on rent.[4]

While low-income people have seen their incomes decline in real terms, since 1980 average market rents have increased faster than inflation. Much of the increase has occurred since 1984. The Social Planning Council of Metropolitan Toronto estimates that between 1980 and 1986 the cost of living increased by about 49%, while apartment costs across Metro increased 61%.[5] As a result, low-income earners and social assistance recipients have been forced to turn to food banks and other charities in alarming numbers. Despite a tight rental market, community workers note that the poor moved frequently and that this mobility occurs, for the most part, among apartments and rooms not registered with the Province's Rent Registry. For this reason, the shelter costs of the displaced poor may well

Table 1: **Estimated Housing Starts By Tenure, 1973-1987, Ontario**

Year	Total Starts	Tenure Split Owner	%	Rental	%
1973	110,536	66,463	60.1	44,073	39.9
1974	85,503	58,745	68.7	26,758	31.3
1975	79,968	63,553	79.5	16,415	20.5
1976	84,682	68,782	81.2	15,900	18.8
1977	79,130	62,350	78.8	16,780	21.2
1978	71,710	50,260	70.12	1,450	29.9
1979	56,887	42,387	74.51	4,500	25.5
1980	40,127	28,097	70.01	2,030	30.0
1981	50,161	34,861	69.51	5,300	30.5
1982	38,508	21,008	54.61	7,500	45.4
1983	50,267	33,838	67.31	6,429	32.7
1984	42,316	33,264	78.6	7,520	17.8
1985	57,053	44,219	77.5	11,016	19.3
1986	71,859	61,056	85.0	10,330	14.4
1987	93,709	76,908	81.9	15,078	16.1

Note: For 1983-1984, total starts include "other" units; percentage figures may not add up to 100%.

Sources: CMHC Canadian Housing Statistics, Ministry of Municipal Affairs and Housing

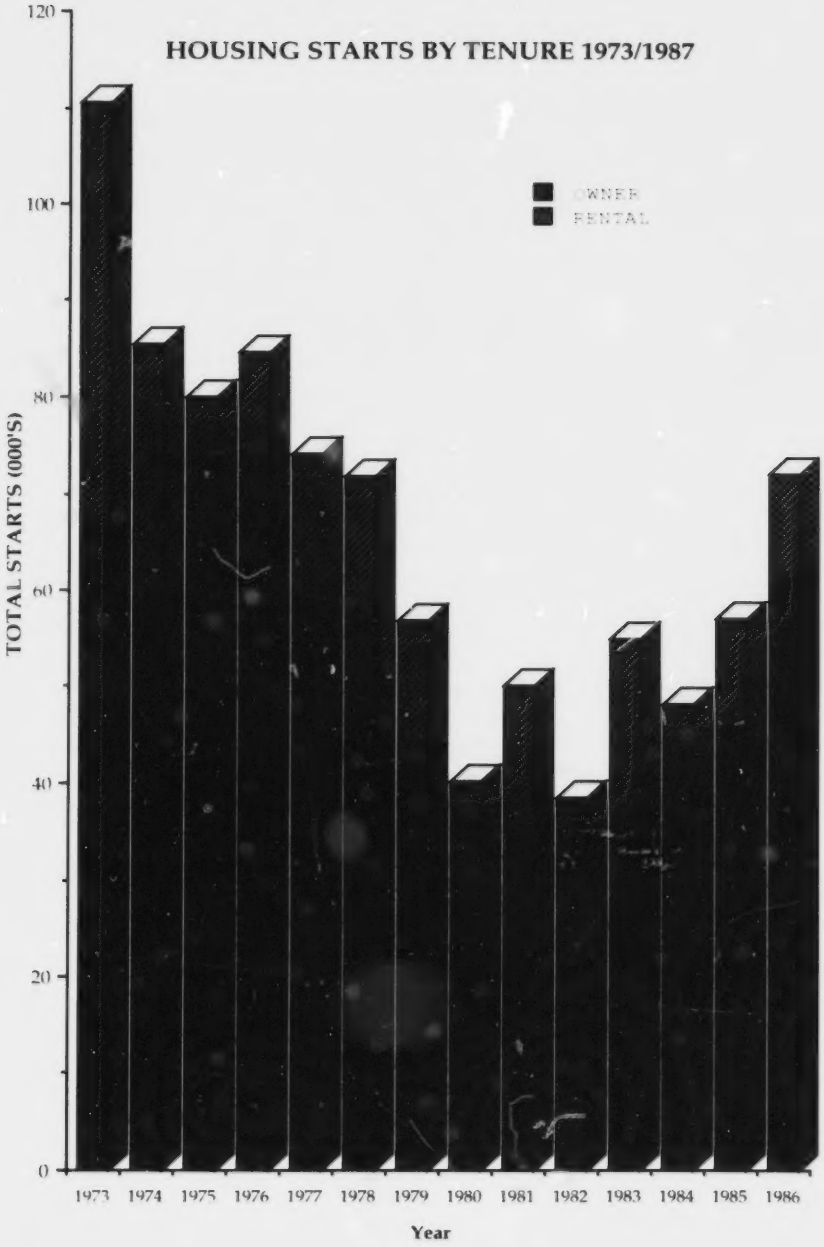

HOUSING STARTS BY TENURE 1973/1987
OWNER
RENTAL
TOTAL STARTS (000'S)
120
100
80
60
40
20
0
1973
1974
1975
1976
1977
1978
1979
1980
1981
1982
1983
1984
1985
1986
Year

*Table 2: **Vacancy Rates for Ontario in Apartment with 6 Units or more April, 1971 to October 1987**

Survey	Date	Vacancy Rate
April	1976	1.8
October	1976	1.5
April	1977	1.7
October	1977	1.5
April	1978	1.6
October	1978	1.6
April	1979	2.1
October	1979	2.0
April	1980	2.1
October	1980	1.5
April	1981	1.3
October	1981	0.7
April	1982	0.8
October	1982	0.9
April	1983	1.4
October	1983	1.1
April	1984	0.9
October	1984	0.6
April	1985	0.6
October	1985	0.5
April	1986	0.6
October	1986	0.5
April	1987*	0.6
October	1987	0.5

**Starting April 1987 the time lapse for occupying newly constructed units has been shortened to 3 months instead of the original six months. See Note.*
Note: Apartments completed and unoccupied 6 months prior to the survey date.
Source: C.M.H.C. Ontario Region Report

be much higher than statistics indicate.

Housing Help, a storefront housing information and advocacy service in Ottawa's Dalhousie ward, has shown that the cost of rooms renting for $95 per month in 1979, rose over 150% to $250 per month by 1987. Three bedroom apartments renting for $450 per month in 1979 rented for $800 per month in 1987. Housing Help estimates that 70% of renter households in Dalhousie ward pay more than 50% of their income on rent.[6]

In 1983, the East Toronto Housing Issues Committee, a group of front-line workers, conducted a number of housing surveys among the clients of over twenty community and social service agencies serving the east end of Toronto. Among the 124 young mothers with infants who responded to one survey, 34% reported paying over 50% of their income on housing, while 39% reported paying between 30% and 50% of their income on rent.[7]

The percentage of renter households in Ontario paying more than 30% of their income on rent in 1981 was 28.8% (Table 3).

4) De-institutionalization

The de-institutionalization of former psychiatric patients has exacerbated the problem of competition for affordable rental units at the low end of the housing market, particularly in the declining stock of rooming and boarding houses. **In this move toward community living, it is clear that public policy failed to ensure not only that housing was in place in the community, but also that people would have adequate incomes and the necessary support service arrangements to live an independent life.** The Ministry of Health must accept the responsibility for the effects of this public policy failure, which has been to "warehouse" people in hostels or relegate them to neglect and exploitation in substandard accommodation.

A further effect of the move toward community living has been to alter public attitudes about rooming and boarding houses, and about roomers and boarders generally. Many communities now have by-laws which prohibit this once commonplace and accepted form of affordable housing.

THE REALITY OF HOMELESSNESS

Homelessness tends to be recurrent. For the homeless, the cycle of securing, then losing housing, results in the loss or fragmentation of the usual supports provided through family, friendships, and community relationships. It is not just the lack of housing which defines the homeless, but the displacement from family and commu-

nity life as well. In short, the homeless lack a base from which to build as independent a life as their skills and potential will allow.

As Ontario's IYSH slogan, "More Than Just a Roof" implies, home is associated with personal identity, family, relationships, a role in the community, privacy, and security.[8] The cycle of having and losing housing denies people the opportunity to build for themselves a life which contains these elements. Instead, people are forced to live in an environment of extreme stress, crowding, insecurity, illness, and lack of privacy.

Being on the street - literally without shelter, or being trapped in the emergency shelter system or being in a permanent state of insecurity about one's housing situation, is a reality of life for people at the low end of the housing market. It is not uncommon for an individual or a family at the low end of the housing market to experience each of these three situations during the course of one or two years. Even in a tight housing market, the poor move constantly and are difficult to count.

THE CYCLE OF HOMELESSNESS

The Committee has chosen to define the homeless at three points along a continuum that focuses on their housing situation.

1) People Literally Without Shelter
This group is comprised of individuals who may have been barred from emergency shelter or who choose to live on the streets or are squatters in automobiles or abandoned buildings because they find conditions in the emergency shelter system intolerable. This group is difficult to document. Numbers and length of time without shelter may vary according to the season.

2) People Who Use the Emergency Shelter System as a Permanent Form of Accommodation
The lack of affordable rental housing, the accelerated loss of rooming houses, and until recently the exclusion of low-income single people from eligibility for public housing has created a situation in which the emergency shelter system has become a second tier of social housing for a large number of homeless people.

When asked in a survey in 1983 what their immediately previous type of accommodation was, a quarter (25%) of the hostel users in Metropolitan Toronto indicated that they had come from other hostels.[9] This reflects a core group of users caught in a cycle of moving from one hostel to another.

Once again, exact numbers are difficult to document. The capacity of the emergency shelter system in Ontario is 5,279 beds.[10] Recent studies estimate that in Metropolitan Toronto up to 20,000 people annually use the 2,500 emergency beds available. Of these, about 4,000 are single women, 6,000 come to the shelters in families, and 10,000 are single men. It is estimated that about one-third will need psychiatric support if they are to be securely housed.[11] If the same ratio used for Metro is applied to the Province, then roughly 30,000 to 40,000 people annually use the emergency shelter system in Ontario.

The demographic characteristics of people using the shelter system indicate that the number of young people is increasing. Most studies of the hostel population, (primarily in Metro Toronto) in the last five years, have noted that over 30% of hostel users are under the age of twenty-five.[12] However, a more recent Metro report noted that over half of the people using the shelter system were youth. Twenty-nine percent (29%) were aged 16-19, while 25% were aged 20-25 years. Not only are the absolute numbers of hostel users growing, but the relative numbers of youth in the shelter system is accelerating at an even greater rate.[13]

For a few, the emergency shelter system is a temporary stop prior to moving on to a more permanent, stable housing situation. For a growing number however, the emergency shelter system is being used as permanent housing. For some of these people, the shelter system is the end of a downward spiral through the housing market that began with discharge from an institution. Those who work with the homeless estimate that people stuck in the emergency shelter system may number between 10,000 and 20,000 in the Province.

3) Tenants Living in Overcrowded, Substandard Housing and/or Paying More than 50% of their Income on Rent

The Committee feels strongly that the number of people who live in a permanent or temporary state of insecurity about their housing situation ought to be numbered among the homeless.

In the larger urban centres, a growing number of households are experiencing severe affordability problems. Some have been forced to double up with others or are only able to compete for tenancy in substandard units. The 1981 census data shows that 76,000 rental households in Ontario required major repairs, while 34,000 families lived in conditions defined as overcrowded.[14] Over 146,000 households paid more than 50% of their income on rent (Table 3).

While the Committee feels that people who spend 30% of their income on rent experience hardship, those who pay over 50% are substantially at risk of becoming homeless should their economic

circumstances take even a temporary turn for the worse. In the tight urban housing market many housing support groups report that people use hallways and kitchens as sleeping areas or double the capacity of an apartment by working shifts opposite to the other household using the same unit.

The growing network of food banks and emergency relief centres can be directly linked to the high cost of shelter. People with no choice in the housing market have little money left over at the end of the month to buy essentials such as food and clothing. In 1985, the number of food banks in Canada increased by 25%. Five new centres opened in Ontario alone.[15]

In Ontario, CMHC estimated that 254,000 rental households are currently in core need (i.e. cannot afford adequate, suitable rental accommodation without paying more than 30% of their income on rent). It is generally accepted that specific groups in the population suffer disproportionately from a high incidence of affordability problems, notably lone parent households, households without income earners, persons living alone, and elderly people. It is estimated that low-income, non-senior single person households make up over 30% of the core need figure. Of the households in core need, the Committee is assuming that about 100,000 are at substantial risk of becoming homeless should their economic or personal living situation worsen, even temporarily.

Concerns about homelessness in Ontario have tended to focus on the urban "hot spots", Ottawa and Toronto. However, the Committee urges that a special effort be made to address the housing conditions in rural areas of the Province. While housing issues in rural areas of the Province are not as visible or do not receive as much media attention as in urban areas, the Committee feels that there is a lack of information in this area.

The Committee also points out that special conditions among the native population argue for an active provincial role in providing housing assistance to native people. Census data from 1981 indicate that 3,600 native households in Ontario occupied substandard housing, while a similar number lived in overcrowded conditions and 3,300 households paid over 30% of their income on housing.[16] In other words, over 10,000 native households in the Province are characterized by sub-standard conditions.

Table 3: **RENT-TO-INCOME RATIOS CANADA, ONTARIO AND THE CMA'S, 1981 (PERCENTAGE)**

PERCENTAGE OF HOUSEHOLDS OVER THE RENT-TO-INCOME THRESHOLDS (1)

	# of Tenant Households (000's)	20%	25%	30%	35%	40%	50%
Canada	3,139.6	53.8	39.8	30.5	24.4	20.1	14.3
Ontario	1,090.8	55.1	38.6	28.8	22.7	18.6	13.4
Hamilton	69.6	53.5	38.2	29.1	23.3	19.2	13.4
Kitchener	39.0	53.7	37.4	27.6	21.9	18.1	12.9
London	46.1	57.9	41.8	31.5	24.9	20.3	15.0
Oshawa	17.1	53.7	38.5	28.4	22.9	18.9	14.0
Ottawa	98.7	53.9	36.3	26.4	20.7	16.9	12.5
St. Catharines-Niagara	30.9	56.5	42.3	33.3	27.3	22.9	16.3
Sudbury	17.6	49.5	35.3	27.7	23.1	19.6	14.1
Thunder Bay	12.8	56.2	38.9	29.9	24.0	20.1	14.2
Toronto	453.0	56.8	38.9	28.3	21.8	17.8	12.8
Windsor	27.8	59.7	44.9	35.1	29.2	24.4	18.1

Note: 1. Excludes households with negative or no household income;
Income for 1980;
Rent for mid-1981;
Source: Statistics Canada, 1981 Census, 93-942.

PART II:
BUILDING AFFORDABLE HOUSING

CHAPTER 2:
The role of the non-profit sector

THE NEED FOR SOCIAL HOUSING

Although there are 254,000 households in Ontario that cannot afford adequate, rental accommodation that falls within 30% of their income, only a small portion of this group (29,000 households) are on waiting lists for public housing.[17]

Table 4 summarizes the current supply of social housing in Ontario. To date, there have been 161,000 units built either directly by the Ontario Housing Corporation (OHC) or under the non-profit program. Of these, approximately 100,000 units are rent-geared-to-income (RGI) or assisted housing. In addition, there are over 17,000 RGI units under rent supplement agreements with private landlords.

The annual turnover rate is estimated to be about 14,500 of which about 10,000 occur in OHC stock.

Clearly, the current stock of social housing does not meet the needs of the 254,000 households in core need. Through its regional authorities, the Ontario Housing Corporation reports substantial waiting lists, as do municipal, private, and co operative non-profit housing developments. It can take up to six years to secure an OHC unit in larger urban areas. Recent changes which broaden eligibility for social housing in Ontario to eliminate discrimination on the basis of age and marital status will increase the demand for social housing.

To meet the needs of the homeless, the challenge for government is to develop an effective strategy for increasing the supply of social housing. The key factor in this challenge, is determining which housing providers are best suited to delivering social housing where it is needed, and capable of managing it in a way that is appropriate to the needs of residents as well as the sensitivities of neighbourhoods.

THE RELATIONSHIP BETWEEN AFFORDABILITY AND HOUSING SUPPLY

As previously stated, CMHC estimates that 254,000 rental households in Ontario are in core need. Core need is defined by three criteria: a rent-geared-to-income ratio (30%); a set of occupancy

standards; and a measure of unit adequacy (minor or major repairs needed). If overcrowding exists or a unit is in need of major repairs, the calculation of core need asks the hypothetical question, "could this household move to an adequate unit in the same locality and not pay more than 30% of its income on rent?"

The core need figure of roughly 254,000 can be broken down into the following categories: families (95,605); seniors (71,310); and singles (86,145)[18]. The Committee argues that in a tight housing market, the core need method of counting need offers a very conservative figure. If only the rent-to-income ratio were used, there would be a substantially higher number of households deemed to be in need of affordable housing.

The Committee was unable to determine the number of social assistance recipients among the core need households. However, a review of recent studies would indicate that those experiencing severe affordability problems are most likely to be social assistance recipients renting in the private market in regions, notably Ottawa and Toronto, where higher shelter costs prevail. The SPR Associates study, *Housing and the Poor*, commissioned by the Ontario Social Assistance Review Committee, indicated that those on social assistance most likely to suffer severe affordability problems are single people.[19] This was the prevalent condition in all areas of the Province.

A short-term response to the problem of affordability would be to revise the shelter cost component of social assistance to cover 100% of shelter costs to an appropriate ceiling (e.g., average monthly rent in the particular regional market). We urge the Government to support any proposal that would increase the shelter cost component of social assistance and to work towards income supplements for the working poor. However, income measures will not improve the housing situation of those who are currently in need unless steps are taken to increase the supply of suitable rental accommodation.

The SPR Associates study surveyed eleven Ontario communities. They reported very low vacancy rates throughout most of the Province and identified the problem as being much more severe among lower cost units. Most of the study's informants confirmed information presented at the IYSH regional workshops, namely that *throughout the Province, there is a relatively constant shortage of adequate, low-cost housing.*

The implications of this severe supply problem are numerous. Many low-income people can literally fall out of the housing market if they experience even a temporary change in their personal or economic situation. Many are forced to arrange short-term accommodation with friends or relatives or to seek emergency shelter. Others

face no choice in their housing situation and are left to compete for inadequate, substandard shelter at the low end of the housing market. Coupled with a social housing demand that far exceeds supply, many low-income people find themselves with no place to go.

A Target

The Committee recommends that the Government of Ontario set as a social housing target, the immediate creation of 14,000 rent-geared-to-income (RGI) units per year. This would represent more than double the 6,000-6,500 RGI units added to social housing commitments in 1987. The Committee feels that 14,000 RGI units per year should be a minimum target in order to solve the problems of the homeless and eliminate the use of the emergency shelter system as second tier social housing. However, if the housing needs of the homeless continue to expand, this minimum number must be increased. The government should immediately begin to look for more ways to commit greater resources to the production of RGI units.

The Committee suggests that this target can be achieved through a variety of means including new construction and an assertive strategy to increase the number of rent supplement agreements in the short term. Over the longer term, rent supplement units in the private sector should be returned to the private market and be replaced by non-profit housing units.

The allocation of public money to the non-profit sector is the clear intent of our plan for action. New measures to increase the number of RGI units in existing co-op and non-private stock, and other creative action to promote community investment should be pursued. If greater flexibility was to be introduced into current programs, more small scale projects of up to 100% RGI units could be constructed, while larger scale projects could have more flexible RGI components.

THE PROVIDERS OF SOCIAL HOUSING

Prior to 1973, the Ontario Housing Corporation was the primary vehicle for delivering social housing in Ontario. By 1978 OHC had developed a portfolio of over 80,000 units, making it the second largest landlord in North America. For the past 15 years, the private and municipal non-profit housing organizations and cooperatives have been the primary producers of new social housing in Ontario. In total, the non-profit sector has produced over 75,000 units, replacing the private sector as the leading provider of low-cost rental housing (Table 4).

Table 4
Number of Social Housing Units in Ontario Committed by Year

Type	Year												Grand Totals
	Pre-1973	1973-77	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	
1. OHC	61,631	20,267	1,101	864	204	186	40	21	20	20	51	0	84,405
2. Rent Supplement	397	6,759	878	654	324	332	1,308	871	2,277	1,466	883	1,263	17,412
3. Co-operatives	312	2,513	863	675	1,648	2,587	2,120	2,542	1,495	1,515	1,189	2,347	19,806
4. Private Non-Profit	1,021	8,239	1,575	1,653	5,110	3,437	2,562	2,727	2,994	2,435	2,280	3,63	37,666
5. Municipal Non-Profit	0	3,458	776	468	1,020	2,267	1,551	2,209	1,441	1,550	2,931	1,843	19,514
Grand Totals	63,361	41,236	5,193	4,314	8,306	8,803	7,581	8,369	8,227	6,986	7,334	9,08	178,803

Source: Ministry of Housing, 1988

Private non-profit housing providers work with the homeless and other low income people in their communities. As a result, they are the housing providers most preferred by these groups. Despite the many barriers to the production of social housing, the private non-profit sector has successfully built every unit it has been allocated, even in development 'hot spots' such as Ottawa and Toronto. Unlike subsidized rental accommodation built under the Multi-Unit Residential Building (MURBs) initiative and the Limited Dividend program, new developments built by the private nonprofit sector are targeted to low- and moderate-income people and their long-term affordability is assured.

The Committee believes that a variety of producers should continue to be involved in meeting Ontario's needs for additional social housing. However, members have concluded that private non-profit housing producers are increasingly competent in delivering and managing housing in a way that meets the needs of low-income people.

Specifically, the private non-profit sector has built over 35,000 units of housing in the last 15 years. As a result it has formed partnerships with volunteers, community organizations, local service agencies, churches, and the private sector building industry, and has drawn on the skills of all these groups. In the process, it has been instrumental in establishing development principles that combine social goals with the provision of affordable housing at the community level.

STRENGTHENING THE NON-PROFIT SECTOR

The Committee believes that there is a significant will on the part of volunteers and community groups to respond to the housing needs of low-income people and the homeless. For instance, the response to Project 3000 (over 600 applications which would have resulted in the construction of 12,000 units - 9,000 more than the allocation) indicates that many people are willing to make an investment in their communities. However, many groups are unaware of how they might participate in community-based solutions to the housing crisis.

Based on consultations between the Committee, its Secretariat, and representatives of the non-profit sector, as well as the experience of Committee members themselves, the following measures are suggested to improve the flexibility and capacity of the non-profit sector to build affordable housing in Ontario.

1) Increase the Number of Non-Profit Housing Allocations
The Committee feels that now is the time for government programs to recognize the innovative role that the private non-profit sector has played in producing social housing and to take immediate steps to strengthen the capacity of the sector to produce and manage social housing. This will require the commitment of money and other measures, such as regulatory reform and changes in the way government programs are delivered. The Committee is of the opinion that much of the recommended housing target will be met by a more fully developed non-profit housing sector.

2) Make Government Land Available to Non-Profit Groups
Over the years, the downtown areas of most cities in Ontario have developed a cluster of services for low-income people not found in suburban locations. While the processes of gentrification and deconversion may drive low-income people from their housing, it does not drive them from their neighbourhood. Therefore, solving the housing crisis is not simply a matter of building in the suburbs. Affordable housing must be constructed in the downtown core.

As private sector land becomes too expensive and available church land is developed, publicly owned land in urban core areas must be made available for social housing.

3) Modify the Proposal Call System
The Committee feels that a considerable untapped potential for encouraging the innovative development of non-profit housing projects exists. One of the major impediments is a proposal call system that fosters competition between groups, and is based on an unrealistic one-year development cycle.

The Committee recommends that a three track approval process for receiving proposals for new projects be developed. This process would recognize the development potential of the non-profit sector and encourage more effective consultation with the Ministry of Housing.

An approval process would be set up for each of the following groups:

i) New Non-Profit Groups
For new groups, the existing proposal call process would remain in place. An attempt should be made through consultation to fashion a more cooperative approach. The current system encourages competition among various non-profit groups at a time when there is a need to create greater co-operation among all groups

seeking to build social housing.

The Ministry of Housing and the non-profit sector should develop a set of principles for the development and management of social housing projects. A more flexible approach would be facilitated to allow for a quick response to innovative projects that meet these guidelines and/or for which land is immediately available. New groups should be told at the earliest possible point in the process how likely it is that they will secure an allocation.

ii) Experienced Non-Profit Groups

The Ministry should work with these groups to establish long-term development plans (e.g., 3 years) and support these plans with *bloc-funding* or innovative straight land transfer arrangements. This would allow groups to hire staff to plan and search for sites for new projects.

Many of these groups are willing to act as resource groups in a support capacity to new non-profit groups. The Ministry of Housing or perhaps some central non-profit housing coalition, would identify the groups willing to act in such a capacity and link them with new groups. A method, such as core funding, to fund this function should be established.

Some groups with experience in developing non-profit housing, such as Homes First and Inter-Faith Homes in Toronto, are establishing new types of relationships with professional resource groups. These relationships are dynamic and the source of much of the entrepreneurial initiative in the not-for-profit sector. The Committee affirms the importance of professional resource groups in the private non-profit sector.

iii) Builders and Developers in the Private Sector

A third track of the proposal call system would entail proposals received from private developers working with the non-profit sector. Private builders/developers already play a major role in the creation of non-profit housing particularly as builders who are responsible for the millions of dollars worth of construction in the non-profit sector.

However, some builders and/or developers have indicated a desire to participate more directly in creating affordable housing. This interest should be encouraged. But private builders and/or developers must understand that building ownership and the principal management responsibility would reside with non-profit housing groups. Much confusion has been created by not being clear on this point.

Private developers can encourage business people, many of whom are already making significant contributions in this role, to become volunteer members of non-profit boards. The government can also establish a process for private developers to initiate projects and implement creative joint ventures with non-profit groups.

The involvement of builders/developers in social housing programs has tended to fall into the following categories:

a) The Provincial/Federal Non-Profit Program
The builder/ developer can identify a group in the local community that may be interested in acting as a sponsoring non-profit group for a project. In this case, the builder would locate a site and submit a proposal for a "turnkey project" (land and building at a stated cost).

The builder would be expected to work with an independent professional resource consultant who has experience in processing applications and providing expertise on design/cost considerations for non-profit housing. The builder's compensation for the work done to this point, would be an assurance of obtaining the construction contract as long as the company can undertake to build the project within the MUP (Maximum Unit Price) for the local community. If the project cost does exceed the MUP, then the builder and non-profit group would agree to assume responsibility for raising the balance of the cost from donors in the community.

This establishes a "safety valve" in case unexpected costs occur and reduces the possibility of a conflict of interest on the builder's part.

The Government will be making some compromises to encourage such entrepreneurial initiatives and it is necessary to be careful that such a system does not become open to abuse where a developer obtains large numbers of allocations because of personal political contacts. Abuses can be reduced by making the process accountable to an association of established non-profit groups.

b) The Rent Supplement Program
This program is particularly well suited to the entrepreneurial practices of small builders/developers, and to renovation or mixed-use opportunities. The builder should again be expected to work with a non-profit group, or form one with interested agencies in the community. The builder would identify a building proposal and obtain Ministry of Housing approvals. Capital funding for such projects would be raised privately by a first and second mort-

gage for 100% of the cost of each project. The Provincial Government would insure 90% of the value of a second mortgage. The developer/builder would receive a fixed fee for his/her work. An established non-profit group should be funded to create an operating structure, and find potential residents for the units.

4) Reform the Maximum Unit Price (MUPs)

The current MUP structure needs to be reformed to take account of the high costs of land in Ontario, particularly in the larger urban centres. MUPs established by government are always one year behind the timing of planned projects. The suggested changes to the proposal call system to allow established groups to plan ahead will help to alleviate this constraint.

The Committee feels that there should be more flexibility on MUPs under the proposed Track 1 and 2 options suggested above. It is not recommended that all MUPs be increased beyond the normal inflationary factor, but only those where there is a demonstrated need because of factors such as high land costs, unexpected servicing costs, delays in construction, a tight construction market or quality considerations. A more flexible MUP structure would encourage cost saving and greater consideration of quality and design.

5) Establish A System Which Recognizes and Funds the True Costs of Managing Social Housing

No housing program yet recognizes that the costs of managing social housing are higher than the costs of managing private rental stock. Effective management of social housing works to give people the opportunity to develop a stake in their community. It helps to facilitate decision making and break down isolation by allowing people to make choices about their living space and the people they live with. The management of social housing can also work to ensure that tenants have access to the supportive service arrangement they need to live independent lives.

As a result, the Committee recommends that the Ministry of Housing work with the private non-profit sector to develop some mechanism for funding management costs at a level that is realistic to the task of providing social housing. This is a housing rather than a social service issue.

As a housing provider to homeless people and other low-income residents, the private non-profit sector has made significant advances in developing an effective management model for social housing. A remarkable similarity in management principles exists among private non-profit housing providers despite a considerable

variety in the kind of housing they provide and the methods of delivery. The Committee believes that the future effectiveness of social housing will depend on whether it can be managed in ways that meets tenants' social needs. Effective management of social housing should also be able to change negative attitudes about social housing and reduce community resistance.

As more social housing projects are developed in the non-profit sector more knowledge will be gained about effective management practice. It may be that future decisions about funding allocations will be made with an increased emphasis on the management proposal. Currently, the built form of social housing is dictated largely by the MUPs, as well as by administrative practices and other funding arrangements. It would appear more logical, however, if built form considerations were at least equally based on management principles, such as the need to encourage interaction and promote mutual support. It is very important that the built form be flexible enough to respond to choices defined by potential residents. To explore these considerations it is important that the Ministry establish and maintain an effective, ongoing dialogue with private non-profit providers.

*6) **Provide Infrastructural Support***

The private non-profit sector, unlike the co-operative non-profit sector or the municipal non-profit sector does not have an infrastructure to provide it with continuity, expertise, risk money and training programs. Although there are some nascent resource groups in the sector such as Homes First Society, the Supportive Housing Coalition and the Christian Resource Centre's Self Help Program, there is no mechanism for the provision of core funding in order that non-profit groups can plan ahead, look for land and do research.

The sector now needs an organizational structure that can provide research support to non-profit groups and help them to develop the staying power and the depth of knowledge necessary to respond to new needs and emerging trends. The Committee recommends that the Ministry of Housing establish a funding mechanism to support the establishment of such a structure, perhaps on a regional basis throughout the Province. One of the goals would be to facilitate community and corporate investment in non-profit housing.

The non-profit program, particularly in the private non-profit sector, should be modified to increase the allocations for soft costs attached to project development. The Development Assistance for Social Housing (DASH) grants and DASH loans, as currently operated, cause problems for non-profit groups. The DASH grant of $1000 can be used up very quickly. Incorporation alone can cost between

$500 and $800. Many groups incur liabilities with architects for which there is no fall-back if project approval is not received.

Of equal concern, however, is the enormous strain that the development of housing projects puts on boards and staff of the community gencies. One agency outside Metropolitan Toronto estimated that 80% of its board's time and a considerable amount of staff time over the course of a year was spent on learning how to manage a one-time housing development. Had infrastructural support been in place and a resource group been hired, a considerable improvement in efficiency and cost-effectiveness would have been realized.

Consequently, the Committee recommends that a special unit be established in the Ministry of Housing to work with the producers of non-profit housing in Ontario. This unit would work to encourage programs within government to become more flexible to respond to new and worthwhile initiatives. It would be an ongoing point of contact through which government and the major non-profit groups could establish the kind of working relationship necessary to eliminate the constraints that currently act as barriers to the production of non-profit housing. As appropriate arrangements are found to accomplish these goals, it is assumed that they would become part of line responsibilities within the Ministry of Housing. The special unit would therefore, have a temporary role and would not, itself, become an added layer of bureaucracy.

Effective Partnership

The Committee believes that the Minister of Housing must recognise the leadership role played by the private non-profit sector and express confidence in the sector's ability to meet the need for social housing in the Province. The level of housing allocations to the non-profit sector in the last two years has resulted in the testing and refinement of some effective models. The Ministry should support these models with more resources. By establishing effective partnerships with the non-profit sector, the Ministry could expand the number of allocations significantly, and build on the impressive gains of the last three years. This kind of interactive approach can, and should, result in the development of a cohesive policy for building non-profit housing.

CHAPTER 3:
The role of government

The Ministry of Housing should demonstrate leadership in facilitating solutions to the lack of affordable housing in the Province. Consequently it must take a pro-active role toward overcoming the constraints that inhibit the production of affordable rental housing. This means that the Ministry must expand its existing relationships with the private non-profit sector and other community-based groups. Not only will these expanded partnerships help to establish a more coherent policy for the production of low-cost housing, they will help to identify the bottlenecks and barriers to its production.

THE NOT-IN-MY-BACKYARD (NIMBY) SYNDROME

Neighbourhood opposition to housing the homeless and low-income people was the most significant problem identified at IYSH regional workshops held during 1987. This is called the not-in-my-backyard or NIMBY syndrome. Most often, concerns centre not on the physical characteristics of the development, but on opposition to the proposed residents.

As many participants in the regional workshops noted, there was a common perception on the part of the general public that homelessness was primarily an individual problem rather than a structural or systemic one. As a result, they felt that more public education was needed to sustain the awareness generated by the activities of the Ministry in 1987 and to focus that awareness on the kinds of solutions needed to eliminate homelessness.

However, the Committee feels strongly that public education is not the only, or even the most crucial, means for changing public attitudes and gaining support for the elimination of homelessness in Ontario. **Public education must be accompanied by leadership and commitment on the part of those who are in a position to change policies and establish funding priorities.** The Committee sees this as an act of 'political will' on the part of the Province in partnership with other sectors of society. The Province must make a commitment to provide leadership and initiative on the issue of homelessness, even though some decisions may be controversial or unpopular.

THE NEED FOR REGULATORY REFORM

The opportunity to create additional housing that meets the needs of low-income people will almost always involve redevelopment, infill or conversion. In most cases, this involves either a rezoning or a minor variance proceeding through the local Committee of Adjustment.

Both these processes allow considerable opportunity for public involvement and the expression of neighbourhood opposition. Therefore, the Committee recommends that the Province amend the Planning Act to include a specific set of regulations prescribing what municipalities may and may not do with respect to the regulation of assisted housing. Municipalities would then be obligated to show that a particular kind of housing was not needed, or that a mechanism was in place to change preclusive bylaws. If a municipality did not act according to these regulations, then the Government could enact zoning which conformed to the regulations in the Planning Act.

These regulations would operate to prohibit municipal by-laws or official plans from setting physical development standards that act to preclude conversion even if conversion is legal (e.g., parking space per unit); or by not permitting conversions of houses less than thirty years old; or by setting limitations on the use of additional space (e.g., attics or basements) within the building envelope. Many of these same kinds of restrictions also apply to the construction of new multiple unit buildings. Large minimum unit size, controls on units per hectare, and excessive parking requirements are all development standards in zoning bylaws that make it difficult to build housing for singles.

In some municipalities there are restrictions on the occupancy of a housing unit by unrelated persons. Restrictions of this sort are probably unconstitutional, since occupancy by-laws have no relationship to land use planning and are clearly discriminatory devices. The Committee strongly condemns the existence of such measures and urges the Province to take the strongest action possible to eliminate them.

Another impediment to the production of low-cost housing is that neighbourhood residents who oppose development often appeal site plan approvals to the Ontario Municipal Board (OMB). The result is delays of up to four months before the OMB confirms the approval. The Ministry could lobby within government for the appointment of two additional chairmen to the OMB who would be assigned to non-profit projects. The effect of this measure would be to move appeals to the hearing stage within three weeks of filing. Costly delays would be substantially reduced.

A number of options have been suggested recently by the Advisory Committee on Roomers, Boarders, and Lodgers (RBL) to encourage municipalities to develop housing strategies for low income people.[20]

1) That municipalities be required, as part of the Municipal Housing Statement Program, to review low-income housing requirements and develop strategies to meet those requirements. The RBL Committee suggested that current levels of funding under the Municipal Housing Statement Program be enriched and that municipalities be provided with survey and methodological guidelines.
2) That a Municipal Incentive Funding Program be developed to offer unconditional grants to municipalities that develop and implement strategies for additional affordable housing.
3) That the Community Planning Grant Program be extended to municipalities of all sizes. The RBL Advisory Committee also recommended that this grant money be withheld if municipalities fail to implement intensification strategies.

These suggestions of financial incentives would likely have favourable results where, in fact, the political will to pursue strategies for the provision of low-income housing exists at the municipal level. Where the political will does not exist they are likely to be ineffective. It has been suggested that the Provincial Government could resort to financial sanctions such as withholding municipal non-profit housing allocations or other major grants for sewers, roads or transit. It is unlikely that such sanctions would result in the desired regulatory reform. Instead, they would more likely spark a major confrontation and centre the debate on the issue of inter-governmental relations.

To overcome local opposition, the Province must expressly state its interest in the provision of affordable housing for the homeless and other low-income people. Having supplied the planning resources to municipalities, the Province should actively engage in negotiation with municipalities to secure the provision of social housing. As a last resort, the Province must be prepared to engage in formal initiatives to compel regulatory reform.

THE HIGH COST OF LAND

In recent years, the cost of land has accelerated at an unprecedented rate. Not only is land a limited resource, it is highly valued as an investment. The Committee was told that relative to land costs in the

rest of the world, land in Metropolitan Toronto and other major centres in Ontario is relatively undervalued. The Committee heard from some sources that the cost of land in Ontario is expected to rise.

The competition for building sites, particularly those already zoned for high and medium density, has made it difficult for the non-profit sector to acquire land. As a result, the Municipality of Metropolitan Toronto has established a $10 million revolving fund to assist non-profit housing providers to secure land while awaiting the final approval of their housing allocation under federal and/or provincial housing programs. Similarly, the Ministry of Housing has made the balance of the now defunct Renterprise Program available as a fund to insure private loans to non-profit housing providers.

Although these are positive steps, the Committee feels that the government must make a stronger commitment to the provision of affordable housing. Specifically it recommends that public land be made available for assisted housing. Currently public bodies such as the Province of Ontario, various regional municipalities, and Crown corporations own a substantial amount of land that could be used for affordable housing. For instance, twelve provincial sites in Metropolitan Toronto were recently identified in *The Globe and Mail*.[21]

The Committee feels that these sites must be made available to the non-profit sector for housing. Policies for the disposal of public lands usually, if not always, stipulate that these sites must be sold at market value. The Committee recommends that this policy be changed with respect to land targeted for non-profit housing uses. Alternatively, arrangements to enter into long-term leases with non-profit providers of housing might be developed. These agreements should be negotiated at annual rates which allow housing projects to be built within MUPs.

The Committee also suggests that the Ministry of Housing act as an advocate for low-cost housing within government. For example, the Ministry could recommend that the Ministry of Revenue amend recent changes to the Land Transfer Tax Act which assign tax to projects based on both the value of the building, as well as the land. This change has added approximately 1% per unit to the cost of building social housing.

Other opportunities to reduce the cost of land may exist. The Committee believes that the establishment of more formal partnerships and dialogue with the non-profit sector will result in more innovative ideas for reducing costs. Multi-year funding may allow the non-profit sector to secure land which it can then parcel out in mixed development at various cost ranges and use the profits to reduce land costs for the social housing component. A similar

arrangement could result from a straight transfer of land from the Province to a non-profit group.

The Committee points out that community investment is another possibility for reducing the high cost of land. In this case, investors have the opportunity to buy land for non-profit housing. Another possibility is Community Development Loan Funds. These groups receive loans from individuals, religious organizations and other investors at less than the going rate. In turn, they lend these funds to community organizations that provide housing, employment opportunities, and other services for low-income people.[22]

The Committee suggests that the Government of Ontario act as a facilitator to encourage the development of creative community investment vehicles that place a priority on the provision of new housing or the acquisition of existing low-cost rental housing stock. These vehicles could also provide willing investors with an opportunity to participate in solutions to the housing problem. In the next twenty-five years less than twenty percent of new housing in the Metropolitan Toronto Region will result from the subdivision of vacant land. Even so, the Committee feels that regional plans should stipulate in new plans of subdivision that developers dedicate a specific percentage of land for social housing. This now happens for schools and parkland. Members of the Committee familiar with the real estate and development business felt strongly that this provision ought to be mandatory and not based on the voluntary co-operation of the developer.

A number of observers raised the issue of land speculation, particularly in Ottawa and Toronto, where it has resulted in dramatic cost increases. The Committee feels that speculative increases at an annual rate in excess of 30% on residentially zoned land are unacceptable. As a result, it recommends that politicians seriously consider measures to limit speculation on housing which, unlike other commodities, is a basic human need.

MEASURES TO PRESERVE AND ENHANCE THE STOCK OF AFFORDABLE RENTAL ACCOMMODATION

The promotion of measures to increase the supply of affordable housing is essential to solving the problems of homelessness. But steps to increase supply will not be effective unless they are accompanied by measures that prevent the erosion of the existing stock, combined with initiatives that preserve the affordability of existing rental units. Such measures include:

1) The Rental Housing Protection Act (RHPA)

The Rental Housing Protection Act took effect on July 10, 1986 and is set to expire on June 30, 1988. The Act was implemented in response to concerns that an unacceptable number of affordable rental units were being converted to more expensive forms of tenure such as, condominiums, equity co-op, co-tenancy, luxury rental.

The fundamental objective of the Act is to preserve affordable rental stock in the Province.

The conditions that prompted the Act have not improved. In fact, observers in a number of urban centres have warned of a marked deterioration of low-cost rental stock. As a result, the Committee recommends that the Rental Housing Protection Act be extended. This would permit the development of a new mechanism designed to preserve both the affordability and the condition of the rental housing stock.

An Act which discourages the upkeep and maintenance of existing stock may, in the end, not achieve the goal of preservation. The Committee is aware that housing preservation legislation preceded the massive deterioration of rental housing stock in both the Notting Hill area of London and the South Bronx in New York.

Given current vacancy rates in the rental market, the Committee feels that some protection should be extended to tenants living in registered condominium buildings that are fully rented.

2) Low-Rise Rehabilitation Program

The Low-Rise Rehabilitation Program offers loans to landlords who wish to upgrade rooming houses and older low-rise apartments (less than five storeys and built prior to 1960).

The problem with the existing program is that landlords with buildings of ten or more units are not obligated to offer ten per cent of the units to the Rent Supplement Program, under which low income tenants pay rent based on household income. While the Committee fully agrees with the objectives of this program, it feels that the program should be expanded, and that landlords should automatically be required to offer ten per cent of the units to the Rent Supplement Program.

3) High-Rise Rehabilitation Program

The High-Rise Rehabilitation Program currently exists as a demonstration project. Its objective is to provide research into the amount of rehabilitation work required to properly maintain older high-rise buildings, and to determine an appropriate level of government involvement in assisting this activity. The results of this research will

be made available to interested parties.

The physical deterioration of Ontario's high-rise rental stock is a serious problem. However, the Ministry must ensure that costs for upgrading the physical condition of the buildings are not passed on to tenants so that affordability is substantially affected. The Committee recommends that this question be addressed with respect to both the High-Rise and Low-Rise Rehabilitation Programs.

4) Convert-to-Rent Program

The Convert-to-Rent program offers interest-free loans designed to encourage the creation of moderate-cost rental housing units, primarily through conversion of non-residential buildings such as schools and warehouses. Depending on the local need for rentgeared-to-income housing, participants with projects having ten or more units may be required to offer as much as 25 per cent of their units to the Rent Supplement Program. Non-profit housing organizations may apply for Convert-to-Rent funding only if other government funding for housing is not being used. The Committee is encouraged by the results of this program which has produced the maximum number of rent supplement units in most of the approved projects.

5) Non-Profit Sector Acquisition of Lower Cost Rental Units

As a function of the tight rental market, many rental units in older buildings throughout the Province are occupied by people who could afford to pay more for accommodation than they do. Low and moderate income households, especially if they have children, often lose out to higher income one and two person households in the competition for moderately priced units. Often these units never reach the open market but are passed on to friends who also could afford to pay higher rents. Most of these units tend to be in older sections of cities with well established social services, day care and other generic supports.

The Committee recommends that serious consideration should be given to improving access to these rental units for low and moderate income families. The Rent Supplement Program is one measure that might be used. However, in a competitive market, there is little incentive for landlords to enter into rent supplement agreements with the Ministry of Housing.

Some non-profit groups have expressed an interest in acquiring low and moderate cost rental properties. The Committee recommends that the government consider loan insurance or guarantees to assist non-profit organizations in such acquisitions. The Province might also enter into rent supplement agreements with the non-profit

groups for a specified percentage of the units in these buildings. As these units became available, they would be offered to low and moderate income people.

The Committee recommends that the Ministry of Housing actively work with non-profit groups, tenants willing to form non-profit groups, and other church or community organizations to develop both the financial mechanisms and management guidelines necessary to support the acquisition of lower rent buildings by non-profit groups.

6) Rent Supplement Program

The Ministry of Housing has currently secured 17,500 units in the private sector under rent supplement agreement with landlords. This program pays the difference between the market rent and 25% of the tenants' income to a private landlord. In a tight rental housing market, landlords are not inclined to enter into rent supplement agreements with the Ministry. The opposite is the case during conditions of over-supply.

The Committee recommends that the Rent Supplement Program be considerably expanded as a mechanism for achieving the rent-geared-to-income supply target. The Rent Supplement Program should be linked to the proposed Non-Profit Sector Low Cost Housing Acquisition program.

MEASURES TO PRESERVE THE AFFORDABILITY OF RENTAL HOUSING

Targeted Rent Supplement

The Committee was concerned about the growing number of households who pay an increasing portion of their income on rent, particularly those households where the rent-to-income ratio makes homelessness a serious risk. As a result, the Committee recommends that measures be taken to address the issue of affordability.

The Committee anticipates that the issue of income supplements for low-income working people will be addressed by the Social Assistance Review Committee when it reports later this year. **The Minister's Advisory Committee on IYSH recommends that the Ministry of Community and Social Services increase the shelter cost component of FBA and GWA to cover 100% of shelter costs up to the average monthly rent in the municipal region.**

The Committee urges the Ministry of Housing to assess the impact that both these measures would have on housing affordability. The Ministry should then consider a targeted rent supplement program

for households that are substantially at risk of being homeless, for instance, low-income working people living in private rental housing. A targeted rent supplement would stabilize the housing situation of this segment of the low-income population, who are substantially at risk of being made homeless due to affordability problems.

NATIVE HOUSING

Based on discussions with representatives of native groups during travels to the James Bay area and the north east area of the Province, as well as the experience of its two native members representing both off-reserve and urban natives, the Committee has concluded that the Minister of Housing has a significant role to play in establishing better working relations between the Ministry of Housing, the Provincial Government, the Federal Government and its agencies, and native groups. **There is a need for greater consultation between native groups and program funders and for greater flexibility in the delivery of housing to native communities.**

Native housing programs are comprised of federal on-reserve programs and four off-reserve programs which offer ownership, rental and home repair assistance to native households (The Rural and Native Housing Program, Emergency Repair Program, The Urban Native Housing Program, and the Rural Rehabilitation Assistance Program). With the exception of the Rural and Native Housing Program, all other off-reserve programs are unilaterally funded by the Federal Government through Canada Mortgage and Housing Corporation (CMHC). Currently all off-reserve programs are delivered by the CMHC. Recently, CMHC suggested that the Province deliver the four off-reserve programs on their behalf. Negotiations regarding the delivery of these programs is proceeding at present.

The Committee concluded that the Minister of Housing should convene a conference of native housing providers prior to the conclusion of negotiations between the Ministry and CMHC. An agenda for this conference should address the issues raised in Recommendations 20-25.

The Committee also urges that the Government of Ontario ensure that appointments to local governing boards in the north reflect the cultural characteristics of the local population. For instance, in Moosonee (population 1800) there are 1650 native people. Yet, only two of the Moosonee Development Area Board's seven members are natives.

In urban areas, jurisdictional issues, exclude native groups from access to Provincial programs. CMHC has an urban native housing

program. Consequently, Provincial officials routinely refer urban native groups to the CMHC. The Committee recommends that urban native groups have equal access to Provincial housing programs. In addition, special consideration should be given to the housing needs of native students who are attending schools in urban areas.

As a result of its research and activities, the Committee concluded that the housing problems of native Canadians are similar to those in many developing nations of the Third World. Special measures must be taken to address this situation. The Committee believes that it reflects the commitment and will of many of the staff of the Regional Housing Offices by urging the Ministry to take a higher profile and a more active role in meeting the housing needs of native people.

PART III:
THE RELATIONSHIP BETWEEN HOUSING AND SUPPORT SERVICES

CHAPTER 4:

Living in the community with support services

RELATIONSHIP BETWEEN SUPPLY AND SUPPORT

Although the provision of secure, affordable housing is a basic necessity of life, adequate housing, in itself, does not guarantee a dignified life. Many elderly people, low-income youth, and sole support parents, as well as people who are mentally ill, disabled, or chronically unemployed, require varying levels of support. The relationship of support services and housing is one of the most complex public policy questions surrounding the issue of homelessness.

While the funding of housing and the support service arrangements required to deal with homelessness is clearly a government responsibility, the way these responsibilities should be mandated within the Provincial Government raises many questions. The Committee has serious concerns about the apparent inability of the Ministries of Health, Correctional Services, and Community and Social Services to recognize the impact that the support service model has on housing. **Unless support services are fully portable, and accessible throughout the Province, people in need of support may be required to jeopardize the permanence of their housing situation in order to gain access to the appropriate services.**

Currently, people with both housing and support service needs are not being adequately served by existing policies and programs. People with support needs who are housed, often lose their housing because they are not properly supported. A downward spiral through the housing system - eviction from a succession of private boarding houses ending in emergency shelters or on the street - is one result.

Private operators of boarding and lodging homes are unwilling to accept the risks associated with the hardest-to-house, as are nonprofit operators, unless proper access to support and crisis services in the community is guaranteed.

It is now apparent that a significant number of those literally without shelter or those caught in a cycle of homelessness - from institutions, to hostels, to the street - are either chronically or severely mentally ill, or they suffer from some form of disability.

As more and more people moved from institutions into the com-

munity, the demand for supportive living arrangements increased. The shortage of stable housing, combined with inappropriate support services has exacerbated the problem of homelessness. The Gerstein Report estimated that 70% of those disbarred from six Toronto hostels were former psychiatric patients.[23] Another report estimated that one-third of the hostel population in Metropolitan Toronto are people with a psychiatric disability.[24] In addition, some of the homeless are multi-problem individuals who have never been institutionalized. Because they are overcrowded, many psychiatric hospitals do not take potential patients even if they are willing to be admitted. Service providers report that due to a housing shortage, the length of stay in hospitals is increasing, leaving less space for new admissions.

COMMUNITY SUPPORT MODELS

The shortcomings of the existing support service system have been the subject of a number of reports and task forces in the last five years.

For instance, the Mayor's Action Task Force on Discharged Psychiatric Patients in the City of Toronto (1984) addressed this issue. In its final report the Task Force recommended a full range of supportive housing options for discharged psychiatric patients. It identified such problem areas as a gap in crisis intervention services and a lack of co-ordination of aftercare services for de-institutionalized people.[25]

In a study of housing needs of psychiatrically disabled individuals in the Ottawa-Carleton region, the Canadian Mental Health Association concluded that the housing needs of this group were not being adequately met because few housing options existed for them.[26]

In 1986, the Association of Municipalities of Ontario (AMO) examined initiatives to improve independent living options for the de-institutionalized population. They also identified the need for more extensive and coordinated support services.[27]

Other studies on the impacts of de-institutionalization have also addressed the issues of housing and support services.[28] In particular, these reports indicate that there are few housing initiatives and programs for homeless people with mental and physical health care needs. One problem is that existing services are not reaching the homeless population due to inadequate funding and the lack of coordination among community mental health agencies.

In a Toronto inquiry into the effects of homelessness on health in 1987, insufficient access to health services was cited as a problem for homeless people. The inquiry found that the lifestyle of the homeless

makes them particularly vulnerable to health problems.[29] These observations have also been supported by a recent study of the health needs of the homeless in Toronto.[30]

Service providers at the community level have also been critical of the current support service system. In a report of the Single Displaced Persons (SDP) Project, a network of individuals from downtown Toronto churches and social service agencies, homelessness is seen to be exacerbated by the way housing is linked to service delivery.[31] Thus eligibility for housing and length of tenure are defined according to one's participation in a service program instead of one's need for housing. This system is not desirable since it excludes individuals who do not fit certain program criteria and limits housing stability. The SDP project concluded that service delivery works best when people can negotiate their use of services outside their housing, as their needs change.

SUPPORTIVE COMMUNITY LIVING (SCL)

In 1986, the Provincial Government began to stress the importance of developing a new, long term comprehensive policy and program strategy to provide supportive housing opportunities to individuals with support service needs.

As a result of this emphasis, the Government created an interministerial committee on Supportive Community Living (SCL) to examine the whole range of issues associated with the provision of housing and services for people with support needs. The Committee's task was to develop a comprehensive policy approach for the provision of housing and support services. Consultations with representatives from government and non-government agencies involved in the delivery of housing and/or support services for people with support needs produced a new policy approach.

The concept of Supportive Community Living incorporates many of the basic principles that have emerged from the current debate on support issues. **The goal of SCL is to provide choices to people with support needs. Programs should be designed for individuals. They should not attempt to fit a person into a specific model or program.**

In order to improve the quality of life for people with support needs, four principles are promoted: independence, integration, stability, and consumer empowerment.[32]

Independence means that individuals can live in the community of their choice and make the maximum number of decisions about their housing and support service needs themselves. Integration recognizes that people with support service needs should be able to become

part of their community in terms of both the physical and social environment. Stability depends upon the availability of permanent housing and the flexibility of support services. This implies that individuals can access different levels of support if their needs change, and yet still be able to retain their housing. Finally, consumer empowerment enables individuals to have control over their living environments and recognizes that they should be able to choose from a range of supportive community living options.

To achieve these four principles, SCL maintains that it is important to maintain flexibility between housing and support services. Consequently, SCL proposes a "de-linked" approach whereby people can arrange their housing separately from their support services, wherever possible. This means that support services should be portable - that is, not tied to a housing unit, but rather tailored to the specific needs of each individual and delivered to that person, wherever he or she lives. This greater degree of flexibility allows support levels to change without jeopardizing housing stability.

The success of the SCL approach depends upon several factors. First, it depends on the willingness and ability of the ministries involved to re-structure the present funding arrangements which work to limit the creation of community living opportunities. The present funding structure encourages the provision of housing and support services as a package (group homes) and thus one's housing depends upon success or failure in a particular program. The present funding criteria also characterize people as "ex-psychiatric", "ex-offender" or "disabled" and link the housing situation with a group of limitations rather than individual abilities.

The SCL approach depends upon effective coordination among service and housing providers, as well as continued inter-ministerial planning and coordination within the Provincial Government.

Among community-based providers of services to those in need, there appear to be some significant areas of consensus. While the flexibility associated with supportive community living is more effective than the fixed model of group homes, service providers acknowledge that there will always be a need for high support housing. However group homes will only function successfully when they exist as part of a range of options. People must be able to choose other housing alternatives, if they are appropriate.

Second, it is accepted that separate housing and support services provide a model that is worth pursuing. However, this change in direction necessitates that the kinds of services now being provided in the community be re-ordered. The major need is for a much improved crisis intervention system which the Ministry of Health has

been reluctant to fund, to date. Also needed is a substantial increase in the number of day programs appropriately staffed and core-funded. Third, case management workers are needed so that people who are unable to negotiate services on their own can get access to the services they need. At present, only four per cent of the Community Mental Health budget is spent on case management. The Committee believes that support service arrangements (aftercare, crisis intervention, case management, and day programs) are Ministry of Health and Ministry of Community and Social Services issues and should be funded by those Ministries.

If the Supportive Community Living model is adopted, amendments to policy as well as to the service delivery systems in the Ministries of Health, and Community and Social Services, will be required. Therefore, significant political pressure will have to be brought to bear on both Ministries.

The Committee points out that the major barriers to adequate support services that work effectively are:

a) the lack of affordable permanent housing as a base from which to build supportive relationships;
b) the lack of any cohesive strategy for rationalizing support services between the Ministries of Health and Community and Social Services; and
c) an inadequate understanding of the supportive community model on the part of the Ministries of Health, Correctional Services, and Community and Social Services.

It is clear to the Committee that the social goals of housing policy cannot be met without both an adequate level of community support services (e.g., day programs, case management, crisis intervention, and a sustained level of generic services such as youth services and employment training) *and* an adequate supply of affordable rental accommodation. The Committee feels that the Ministry's top priority should be to strengthen the community's capacity to deliver and manage affordable rental accommodation.

CHAPTER 5:

Using emergency accommodation

THE HOSTEL SYSTEM

Prior to the introduction of the Emergency Shelter and Assistance Program (ESAP) in the winter of 1982-83, the hostel system in Ontario was not part of the social housing system. Public policy as set out in the General Welfare Assistance Act (GWA) required that hostels be in place to provide shelter to people who were in transition, or in crisis, and who had little or no ability to pay. **It is important to be aware of the changing role of hostels. Prior to the early part of this decade, they existed as a social service. Since that time, they have served increasingly as replacements for affordable housing.**

The initial funding of ESAP was targeted to churches and was designed to alleviate pressure on the churches who responded to the first wave of people displaced by the current pressures on the housing supply. While ESAP recognized an immediate need, it effectively transferred the responsibility for sheltering the homeless to the church and the voluntary sector. ESAP was designed to be an interim measure for one year. Instead, it has become a permanent fixture in Ontario.

ESAP's effect on the situation of the homeless and government's response to the issue, cannot be understated. If government had provided funds to increase the supply of permanent housing, homelessness in Ontario would not be the crisis issue it is today. It can be argued that the current need to accelerate the production of affordable housing in Ontario is a direct result of the neglect shown by governments in the early 1980's.

ESAP had a profound effect upon public attitudes as well. People began to look at shelters as appropriate for certain kinds of people. Public attitudes focused on the individual failings of those forced to sleep in shelters, and little or no attention was paid to the structural nature of the housing crisis. **In Ontario today, the lack of affordable, permanent housing, and the lack of support services to assist people who are homeless, has put increasing pressure on the hostel system to provide longer term accommodation and support services.**

This problem was highlighted in a study undertaken by the Social

Planning Council of Ottawa-Carleton on the increasing use of emergency services in the Ottawa-Carleton area.[33] Clearly, Ontario's system of emergency shelters and hostels should not be used as permanent accommodation for those unable to compete for scarce, affordable accommodation in the housing market. Even so, in Ontario today, some 15,000 to 20,000 people are trapped in the emergency shelter system. Hostels for the most part have become a dumping ground for people with psychiatric problems and the shelter of last resort for young people displaced by society.

It is obvious that the permanent housing needed to accommodate those trapped in the shelter system cannot be created immediately. In the meantime, shelters are being used as permanent accommodation, even though there are no standards for the hostel system at either the municipal or provincial level. As a result, the Committee recommends that standards be established immediately.

At a minimum, standards for the hostel system should entail:

1) 24 hour access to the residence;
2) private, secure lockers for storage;
3) an improved staff-to-resident ratio, and
4) an emphasis on helping people access permanent, affordable housing and the necessary support services.

The Committee emphasizes that the purpose of standards is not to make a temporary situation more acceptable as permanent accommodation. A hostel can never be a home.

The imposition of standards will require changes to the funding of hostels. The current per diem varies from shelter to shelter and is based on the assumption that the voluntary association or church group responsible for the hostel will contribute a substantial amount of its own money to its operation. The basis of the per diem is the provision of custodial care and not the provision of support services. The current per diem would have to increase significantly in order for shelters to have twenty-four hour access and an adequate staff-to-resident ratio.

The Committee recommends that as municipalities achieve their permanent housing goals, they should establish a time-frame for phasing out all facilities established under ESAP, as well as any shelters that are not capable of adapting to the following standards:

1) a maximum of two residents per room and a total of not more than twenty persons per unit;
2) a management process that enables residents to influence their

living situation;
3) a limit of stay which is not arbitrarily defined but which is appropriate to finding secure, stable housing; and
4) a staff-to-resident ratio that promotes the transition to permanent housing.

This goal should be accomplished within five years. The Provincial Government should not fund new shelters unless they can conform to these standards.

The Committee acknowledges that there will always need to be an entry point into the housing system for people in crisis and that there is a need in every community for temporary shelter for transients or low-income people with nowhere else to go. The Committee feels that the model created by women to meet the needs of women is one that best supports transition by providing a comprehensive range of support services in addition to basic shelter and that the current practices in most men's hostels inhibit transition to permanent accommodation.

DAY PROGRAMS

An essential component of any model for community-based support services is the day centre or day program. It is important at the outset to establish that the current practice of limiting hours of hostel operation to overnight has created a situation where some day programs function as the waking hours counterpart to hostels. In fact, the day centre approach has a great deal more potential.

Day centres are the most appropriate response for caring for multi-problem individuals because their program treats the person and not the disability. In day centres, the participant indicates what his/her problem is and the counsellor works on that problem as defined by the participant.

For single people living in a room, the day centre is an antidote to isolation. By providing a place to gather, the day centre promotes interaction. As one observer noted, "Day centres provide a place for people to belong. People don't belong in hospitals or shopping malls". People who are enrolled in formal programs such as academic upgrading or employment training often continue to use the day centre as a source of support.

At present, there is no universally available funding mechanism for day programs. The Committee recommends that the Government of Ontario move immediately to fund day programs with respect to all emergency shelters. The Committee believes that day programs

have the potential to be the cornerstone of a successful community support model.

YOUTH AND HOMELESSNESS

It is difficult to know the precise number of youth among the homeless. However, available indicators show that the proportion is high and growing. A recent staff report to the Metropolitan Toronto Community Services and Housing Committee indicated that over 50% of the 20,000 different people using Metro's hostels were youth. In a one-year period, 29% of all hostel users in Metro were youth aged 16-19 years old, and 25% were 20-25 years old.[34]

One of the most disturbing characteristics of homeless youth as a group is the high incidence of physical and sexual abuse. In a study of runaway youth at Covenant House, a shelter for youth in downtown Toronto, 94% of the youth interviewed experienced physical abuse at home and/or on the street once they had left home.[35] Sixty-four (64) per cent of runaway youth (50% of total males, 86% of total females) also experienced sexual abuse.[36]

The problems experienced by homeless youth offer the most compelling example of how the traditional mandates within service Ministries fail to meet the emerging needs of the homeless and other low income groups.

Hostel funding under the *General Welfare Act* is significantly less per person than funding for residential services for children up to the age of 16. Almost 30% of hostel users are youth aged 16-19 years. Youth 16 and over may need support and protection but they are not eligible for services under the *Child and Family Services Act*. *General Welfare Assistance* (GWA) is generally available only to people 18 years and older. Ontario's services to young offenders are split between the Ministry of Community and Social Services (12-15 years) and the Ministry of Correctional Services (16-17 years). In other words, many of Ontario's youth are falling through the gaps in the social service system.

As the Committee found with support services to other homeless people, youth services are delivered by different organizations operating under different mandates with different approaches to service delivery. The situation of homeless youth demonstrates that support services should be provided in ways that ensure both a continuum of care and a range of housing options.

Furthermore, a local support system will serve youth better than a concentration of shelters and services in the downtown core where the highest risks of street life, such as prostitution are concentrated.

For example, only 25 of Metropolitan Toronto's 185 beds for youth are provided outside the downtown core.[37] However, a significant proportion of homeless youth in downtown Toronto come from the outlying municipalities. Community based shelters and services would not disrupt a youth's links to schools, friends and the local community.

The need for emergency shelters that can provide a secure supportive environment for youth will continue. For its part, the Ministry of Housing should provide up-front capital funding for the development of youth shelters. However, the Committee concluded that the funding of the necessary support services is the responsibility of the Ministry of Community and Social Services.

Like other homeless people, youth need access to a range of affordable housing options once they are ready to utilize a permanent living situation. Inter-ministerial cooperation is important to effectively develop the necessary range of housing alternatives and support services for youth. This will require a better understanding of the needs of youth in our communities, a strengthening of the present support service arrangements, and a commitment to provide the permanent housing from which youth can establish a stable base in the community.

INTER-MINISTERIAL DEMONSTRATION FUND

Increasingly, innovative responses to the support needs of the homeless involve the projects conceived and developed by homeless people themselves. Street Health in downtown Toronto is one such example. Homeless people, together with volunteer nurses and community development workers, developed a service which provides basic health treatment to street people. The project was designed to meet needs identified by street people and operated from a drop-in centre where homeless people can feel comfortable. Initial start-up costs were less than $2,000 and most of the materials as well as the labour of the nurses were donated. The model proved to be highly successful.

When more secure funding was sought from government, it became clear that a service based on the health needs of the homeless did not fit the funding criteria of either the local health department or the Ministry of Health. A viable, successful program developed by homeless people to meet their own health needs could not be funded because it did not meet the program and policy criteria established by government. Worse still, there appears to be no method for adapting policy and program guidelines to fund projects developed on a needs-

based model. This is not an isolated incident. It also applies to projects developed by homeless people to meet their employment, educational, and training needs.

The Committee feels that the Province of Ontario should immediately establish an inter-ministerial mechanism to fund, on a four year demonstration basis, projects developed at the community level to meet the needs of homeless people. The Ministries of Health, Housing, Correctional Services, and Community and Social Services should each contribute $200,000 annually to the fund. A four year demonstration time frame would be adequate to ensure that the appropriate line ministry developed the criteria and program guidelines, and received the necessary approvals to ensure permanent funding if the project successfully achieved its objectives.

Projects developed in the community that did not strictly meet the criteria for funding under the Access to Permanent Housing Committee (APHC) guidelines could be referred to the Interministerial fund. The Committee feels strongly that the homeless are capable and willing to develop self-help services which meet their needs. It concluded that this fact is not recognized by government and that government attitudes to the willingness of the homeless to help themselves is most discouraging.

PART IV:
CONCLUSION AND RECOMMENDATIONS

Political will

The housing crisis in Ontario has its greatest impact on the poor. Youth and single parents, who are mostly women, are particularly hard hit by the lack of permanent, affordable housing. There is an urgent need to increase the supply of affordable housing and if this emergency situation is not addressed, society will pay a high social cost. The situation argues for strong, immediate leadership at the political level. Solving these problems will require an act of political will on the part of the Premier, the Minister of Housing, and the Ontario Cabinet.

This report constitutes a detailed plan for action, for the elimination of homelessness in Ontario. However, the principal barrier to building more affordable housing remains the lack of funding. In 1987, community groups and non-profit agencies were willing to build three times the amount of housing for which funding was provided. It is clear to the Committee that we are currently witnessing the result of fifteen years of neglect in the social housing field, by both the Provincial and Federal Governments who share the cost of social housing. **The Committee believes that action to address the impact of the housing crisis is more than a political necessity. It is a fundamental issue of social justice.**

The enormous social costs of failing to provide decent affordable housing for those who need it, cannot be too strongly emphasized. Money spent to provide social services, employment training and education will have little or no impact on improving opportunities for low-income families unless their housing situation is secure. Our society will continue to spend vast amounts of money treating the effects of homelessness, without ever ministering to the cause.

For instance, based on the per diem paid to shelter operators, it costs roughly $10,000 to fund one bed annually as much as it costs to subsidize rent in a public housing unit. Money spent on housing creates a permanent asset in the community and establishes a base upon which effective community services can be established. The Provincial Government must make an immediate and substantial monetary commitment to the production of social housing. Yet it need not and indeed cannot act alone. The Federal Government also shares an equal responsibility for the production of social housing.

Over the past five years, many groups representing a wide crosssection of society, have mounted campaigns to draw Government's attention to the housing needs of low-income people. The major cause for optimism at this point, is that all these groups are willing, and have the knowledge to be part of the solution to homelessness.

A considerable potential for community investment in housing and support services for low-income people exists in Ontario. The number of co-operative and private non-profit housing groups with a strong community constituency and a commitment to providing affordable housing has increased dramatically in recent years. These groups share a strong track record of experience and accomplishment. Community-based support groups capable of delivering local economic development programs, community-based health care services, literacy programs, as well as training and education have also grown in scope and ability. Finally there is a growing public consciousness of the widening gap between the rich and the poor, and the structural nature of this inequity. Members of the community are less willing - and less able - to ignore poverty in the midst of an affluent society.

To effectively meet the challenge of providing affordable housing, the Government of Ontario must recognise that community organizations understand the problems of poverty and are capable of solving them; that they can be effective in supporting the needs of those who need help caring for themselves; and finally, that they can plan, develop, and manage major housing projects.

Community organizations must continue to organize the homeless, to help them develop the skills that will allow them to be a major part of the effort to build and acquire affordable housing. **Community organizations have emerged as the essential link between provincial and local governments, as well as between the homeless and other local groups that have the will, expertise and ability to deliver solutions.** The Federal Government has responded to the growing need for affordable housing, by putting a lid on its social housing commitments. The ball is now in the Provincial court. The Government of Ontario has a clear responsibility to show leadership in the housing field.

Recommendations

HOUSING TARGET

1) That the Minister set as a social housing target, the immediate creation of 14,000 rent-geared-to-income (RGI) units per year. These units could be created through a variety of measures including new construction, increased rent supplement agreements, increased RGI units in co-op and private non-profit stock and other creative measures.

STRENGTHENING THE NON-PROFIT SECTOR

2) That the Minister of Housing recognise the innovative role that the private non-profit sector plays in the production of social housing and the development of techniques to manage social housing by establishing within the Ministry of Housing a special unit to facilitate an effective partnership between the Ministry and the private non-profit housing sector. The unit would work with representatives of the private non-profit sector to:

- strengthen the sector's infrastructure on a regional basis through out the province;
- establish an organizational structure for private non-profit housing producers to facilitate community and corporate investment in the non-profit alternative;
- explore more long-term lease arrangements with government land;
- establish a core funding arrangement for private non-profit resource groups;
- establish a streamlined approval process for non-profit housing projects;
- explore joint venture options with OHC, corporations and private foundations;
- explore a role for the non-profit sector in the development of provincial land;
- promote effective measures to adequately fund the management component of social housing and up-front costs in the private non-profit sector;
- encourage the formation of new non-profit groups; and
- encourage more participation by architects and lawyers to share their insights.

As appropriate arrangements are found to accomplish these goals, it is assumed that they will become part of line responsibilities within the appropriate branches of the Ministry of Housing. The special unit would therefore have a temporary role and would not itself become an added layer of bureaucracy.

3) That the Ministry of Housing work to:

- reform the current MUP structure to ensure an appropriate emphasis on quality and flexibility to respond to unanticipated conditions;
- modify the proposal call system to promote co-operation rather than competition between various non-profit groups;
- remove the constraints imposed by the one-year development cycle;
- establish flexible allocation procedures such as blocfunding or multi-year arrangements to allow for strategic planning in the non-profit sector;
- modify the approval process by establishing development and management principles and establishing a three track process based on experience and development track record; and
- seek removal of recent changes to the Land Transfer Tax Act which assign tax to the value of the building and the land.

4) That the Ministry of Housing recognise the costs of managing social housing and that the Ministry work with the non-profit sector to develop a mechanism to fund management costs at a level that is realistic to managing social housing.

5) That the capital funding initiative for permanent housing to match funds being provided for emergency shelters be continued as a means of encouraging innovative housing models for homeless people.

THE ROLE OF GOVERNMENT

6) That the Ministry of Housing provide, through amendment to the Planning Act, a specific set of regulations prescribing what municipalities may and may not do with respect to the regulation of assisted housing and that the Province be empowered to enact zoning which conforms to the regulations in the Planning Act if municipalities cannot demonstrate that a particular type of housing is not needed, or that a mechanism was in place to change preclusive by-laws.

7) That the regulations in the Planning Act be written to prohibit municipal by-laws or official plans from setting physical development standards that act to preclude conversions and other forms of housing intensification.

8a) That the Province immediately take the strongest action possible to ensure the elimination of by-laws which place restrictions on the occupancy of housing units by unrelated persons.

8b) That the Province, within 30 days, take the strongest action possible to eliminate by-laws which prevent people from renting out rooms.

9) That the Province change the policies for the sale of surplus provincial land that stipulate that it must be sold at market value and that it establish alternative arrangements with non-profit groups to enable provincial land to be used to promote the development of mixed use and social housing projects.

10) That the Province give serious consideration to the implementation of a speculation tax on vacant residentially zoned land.

MEASURES TO PRESERVE AND ENHANCE THE STOCK OF AFFORDABLE RENTAL ACCOMMODATION

11) That the Province extend the Rental Housing Protection Act and actively pursue a mechanism for ensuring that the deterioration of low-cost rental housing stock is halted.

12) That the Ministry of Housing continue and expand the Low Rise Rehabilitation Program and in buildings of more than ten units make a ten per cent contribution to the Rent Supplement Program mandatory.

13) That the Ministry of Housing through regulatory measures and discussions with municipalities seek to encourage the residential conversion of non-residential buildings.

14) That the Ministry of Housing work as a facilitator in the development of creative community investment mechanisms to test on a demonstration basis, the feasibility of measures which would place a priority on the provision of new housing or the acquisition of

existing low cost rental stock.

MEASURES TO PRESERVE THE AFFORDABILITY OF RENTAL HOUSING

15) That the Rent Supplement Program be expanded and linked to measures to assist non-profit organizations to buy existing low cost rental stock and operate it on a non-profit basis for low and moderate income tenants.

16) That the Minister of Housing urge Cabinet to support any recommendations from the Social Assistance Review Committee which would increase the shelter allowance component of GWA/FBA to cover 100% of shelter costs to an appropriate ceiling (e.g. average monthly rent for a municipal region).

17) That the Ministry of Housing consider the implementation of a targeted rent supplement to non GWA/FBA tenants in the private sector whose rent-to-income ratio puts them at substantial risk of being homeless.

The decision to implement such a scheme will depend on the impact and scope of measures recommended by the Social Assistance Review Committee to increase the shelter cost component of social assistance in Ontario and any other income supplement scheme proposed.

18) That the Minister of Housing urge Cabinet to support an income supplement for low income working people to help meet the high costs of shelter and eliminate food banks and other examples of a second tier welfare system in the voluntary sector.

NATIVE HOUSING

19) That the Minister of Housing immediately convene a conference of native housing advocates to address the question of how the Ministry of Housing can help native groups meet their housing needs.

20) That the Minister of Housing move immediately to work with urban, rural and isolated native communities to develop effective partnerships and alternative housing strategies to meet their urgent need for housing.

21) That a provincial demonstration program be established to

provide up to $50,000 to build or rehabilitate new or existing housing units for elderly native people, widows with dependents, and those whose language is not English or French. This would provide an alternative for people who do not wish or are unable to adapt to the complete transition of their lifestyle.

22) That the Minister of Housing explore the sale of Crown land to native groups or individuals.

23) That the Minister of Housing work with the Minister of Skills Development to develop ways and means in which the production of housing can be used as a mechanism to address the training and employment needs of native people.

24) That urban native groups should have equal access to Provincial housing programs.

25) That the Minister of Housing raise native housing issues with Indian and Northern Affairs Canada and CMHC.

SUPPORT SERVICES

26) That the Ministry of Housing acknowledge that the management of social housing is a housing issue and should be adequately funded by the Ministry of Housing.

27) That the Government of Ontario recognise that support service arrangements (e.g. aftercare, crisis intervention, case management and day programs) are essential services for the homeless and should be adequately funded by the Ministries of Health, Community and Social Services and Correctional Services.

28) That the Ministry of Health immediately undertake to monitor and restructure its support services as adequate permanent housing is provided to meet the needs of the psychiatrically-labelled population.

REFORM OF THE EMERGENCY SHELTER SYSTEM

29) That the Province of Ontario recognise that the lack of permanent affordable housing ensures that demands for longer term accommodation will continue to be made on the emergency shelter system.

30) That municipalities be required to establish a strategic plan for reforming emergency shelters to meet the crisis care and transitional needs for which they were intended on an appropriate time line (e.g. five years) to a specified set of standards:

- a maximum of two residents per room and a total of not more than twenty persons per unit;
- a management process that enables residents to influence their living situation;
- a limit of stay which is not arbitrarily defined but which is appro priate to finding secure, stable housing; and
- a staff-to-resident ratio that promotes the transition to permanent housing.

31) That any new emergency shelters established in the province be built to conform to these standards and that funding be provided to establish adequate case management capacity to ensure that residents are actively linked to support services in community (e.g. day programs).

32) That the Government of Ontario establish financial mechanisms for shelters that reflect the actual cost of operations and staffing needs.

DAY PROGRAMS

33) That the Government of Ontario move immediately to fund day programs and that this funding permit the informal non-structured approach that is the cornerstone of this model's success.

YOUTH AND HOMELESSNESS

34) That the Government of Ontario require municipalities to fund their share of emergency shelter and crisis care for youth in the communities where they live and that emergency services for youth require a higher level of support than is available in the current emergency shelter system.

35) That the Ministry of Housing provide up-front funds for the development of shelters for youth in the same manner that it currently funds shelters for battered women.

INTER-MINISTERIAL DEMONSTRATION FUND

36) That the Ministries of Health, Community and Social Services, Housing, and Correctional Services establish an Interministerial Fund to support innovative grassroots projects (e.g. Street Health, A-Way Courier Services) that solve immediate needs at the community level but do not correspond to established funding criteria in the various ministries.

Each ministry should contribute $200,000 to the fund to be used to support a three year demonstration of innovative self-help initiatives. Projects evaluated as being successful would then qualify for permanent funding in an appropriate ministry.

NOTES

1. Ontario's Task Force on Roomers, Boarders, and Lodgers, *A Place to Call Home: Housing Solutions for Low-Income Singles in Ontario*, December 1986, p.8.

2. Obtained from Housing Occupancy Analysis System (HOAS), *Summary Report - Ottawa, 1981 - 1985*, Ministry of Housing, Housing Conservation Unit.

3. City of Toronto Planning and Development Department, "Trends in Housing Occupancy", *Research Bulletin* 26, August 1986.

4. Ontario Task Force on Roomers, Boarders, and Lodgers, *A Place to Call Home: Housing Solutions for Low-Income Singles in Ontario*, December 1986, p.121.

5. Social Planning Council of Metropolitan Toronto, *Social Infopac*, July 1987.

6. Housing Help, "Report on Housing Issues in Dalhousie Ward", Ottawa, March 1987, (Mimeo), p.7.

7. East Toronto Housing Issues Committee, *Final Report*, August 1984, p.9.

8. An inquiry into the effects of homelessness on health was initiated by the Toronto Union of Unemployment Workers in March 1987 found that homeless people were more vulnerable to health problems and chronic stress.

9. Metropolitan Toronto Community Services Department and Planning Department, *No Place to Go - A Study of Homelessness in Metropolitan Toronto: Characteristics, Trends and Potential Solutions*, January 1983, p.12.

10. Ministry of Community and Social Services statistics, 1987.

11. Estimates of emergency shelter users provided by John Jagt, Manager, Hostel Operations, Metropolitan Toronto Community Services Department. In 1987, the Department started a computerized data bank on characteristics of emergency shelter users in Metro Toronto. The first summary data will be available Summer 1988.

12. Metropolitan Toronto Community Services Department and Planning Department, *No Place to Go - A Study of Homelessness in Metropolitan Toronto: Characteristics, Trends and Potential Solutions*, January 1983, p.9.

13. As reported by Hostel Operations Metropolitan Toronto Community Services Department in 1986. Cited in the report, *Emergency Shelters for Youth: Suburban Problems Require Suburban Solutions*, Prepared by Shelters for Youth Coalition, February 1988, p.5.

14. John Pringle, *Ontario's Residential Tenancies: a Statistical Profile*, Research Study #30, Prepared for the Commission of Inquiry into Residential Tenancies, April 1986, pp.147-148.

15. Social Planning Council of Metropolitan Toronto, *Living on the Margin*, October 1986, p.57.

16. Steven Clatworthy and Harvey Stevens, *An Overview of the Housing Conditions of Registered Indians in Canada*, Prepared for Indian and Northern Affairs Canada, 1987.

17. Ministry of Housing statistics, 1988.

18. *Ibid*.

19. SPR Associates, *Housing and the Poor: A Background Paper*, Prepared for the Social Assistance Review Committee, May 1987.

20. Ontario Minister's Advisory Committee on Roomers, Boarders, and Lodgers, *Report to the Minister of Housing*, March 1987, p.18.

21. *The Globe and Mail*, March 15, 1988.

22. U.S. Department of Housing and Urban Development, *A Directory of Official U.S. IYSH Projects*, January 1987.

23. City of Toronto Mayor's Action Task Force for Discharged Psy-

chiatric Patients, *Final Report*, (The Gerstein Report), April 1984.

24. Metropolitan Toronto Sub-Committee on the Housing Needs of the Homeless Population, *Final Report*, November 1986, p.3.

25. City of Toronto Mayor's Action Task Force for Discharged Psychiatric Patients, *Final Report*, (The Gerstein Report) April 1984.

26. Canadian Mental Health Association (Ottawa-Carleton Branch), *"A Lucky Few" - A Report on the Housing Needs of Psychiatrically Disabled Individuals in Ottawa - Carleton*, August 1986.

27. Association of Municipalities of Ontario (AMO), *Report on Deinstitutionalization*, September 1986.

28. Ontario Social Development Council, *Assured Affordable Housing for the De-institutionalized*, A report presented to the Cabinet Committee on Social Policy, May 1986.

29. Toronto Union of Unemployed Workers, *Report of the Inquiry into the Effects of Homeless on Health*, March 1987.

30. Action Consulting, *Towards More Appropriate Health Care for Toronto's Homeless*, Prepared for the IYSH Secretariat, Ministry of Housing, November 1987.

31. Single Displaced Persons Project, *From Homelessness to Home*, Toronto, July 1987, p.5.

32. Supportive Community Living Committee, *Summary of Focus Group Session Held at Eaton Hall*, August 10-12, 1987.

33. Social Planning Council of Ottawa-Carelton, *The Issue is Poverty: An Analysis of Emergency Food, Clothing and Shelter Services in Ottawa - Carleton*, November 1987.

34. See Note 13.

35. Mark-David Janus, F.X. Archambault and Lesley Welsh, *Running for their Lives: Children in Turmoil*, University of Connecticut, January 31, 1988. Prepared for Covenant House, Toronto, p.17.

36. *Ibid*, p.31.

37. Shelters for Youth Coalition, *Emergency Shelters for Youth: Suburban Problems Require Suburban Solutions*, Toronto, February 1988, p.5.

APPENDICES

APPENDIX A:
SUMMARY OF PROJECTS FUNDED BY IYSH

	Proponent	Project Description	Grant
1.	Dalhousie Health & Community Services, Ottawa	"The Homelessness Maze"- an interactive, learning game	$10,000
2.	National Film board, Ottawa	Documentary film on women & shelter in the Philippines	$10,000
3.	Street Health, Toronto	Community health care centre for the homeless	$10,000
4.	Jim Ward Associates, Toronto	Manual for community development workers	$15,000
5.	Ground Zero Productions, Toronto	Video on housing models for homeless people	$10,000
6.	Open Door Centre and Rooms Registry Service, Toronto	Self-help information and referrals for homeless people	$10,137
7.	Harbourfront Corp., Toronto	Premiere of UN/IYSH film and a public forum on homelessness	$3,000
8.	Anglican Diocese and English Oblates, Ottawa	"Women in Crisis" - a book on the lives of homeless women	$10,000

Proponent	Project Description	Grant
9. Covenant House, Toronto	Runaway prevention program for high school students	$10,000
10. Laurentian Univ./ Crisis Housing Liaison, Sudbury	Homes for the Homeless Conference: Feb.2-4,1987	$5,000
11. Rooftops Canada Foundation, Toronto	Workshop for Cndn. housing groups working abroad: May 27-28, 1987	$10,000
12. The Street People, Toronto	Raising awareness of homelessness through music	$10,000
13. Women for Housing Group, Toronto	Breakfast rally for homeless women, International Women's Day: March 7, 1987	$833.50
14. Ontario Community Development Assoc., Toronto	Conference on the political economy of homelessness: October 17-19, 1987	$3,000
15. Ryerson Polytechnical Institute, Toronto	Academic Colloquium & Speakers' Series on IYSH: Sept./Oct. 1987	$6,245
16. Canadian Council on Social Development, Ottawa	Perception Magazine-Special Issue on Homelessness and IYSH	$5,000
17. Salud El Salvador Health Centre, Toronto	Housing orientation for newcomers slide-show and workshops	$10,000

	Proponent	Project Description	Grant
18.	Canadian Friends Service Committee, Toronto	Project worker to assist refugees in finding housing	$10,000
19.	Ruth Morris, Toronto	Report on Toronto's homeless through interviews and photos	$10,000
20.	Andy Murray, Scarborough	Employment generation and low income housing Kenya vs. Ontario	$1,000
21.	Gerald P. Daly, North York	Comparative study of homelessness in Canada, Britain and U.S.	$8,966
22.	Municipality of Metropolitan Toronto	Video on housing and support services to homeless people	$20,000
23.	Applause Community Development Corp., Toronto	Employment of psychiatrically disabled adults in courier service	$10,000
24.	Toronto Christian Resource Centre/ Theatre of No Fixed Address, Toronto	Theatrical presentations on homelessness and housing issues	$10,000
25.	Action Consulting in Community Development, Cambridge	Report on appropriate health care for Metro Toronto's homeless people	$9,850
26.	Three Oaks Foundation, Foxboro	Housing coordinator to assist homeless victims of violence	$10,000

	Proponent	Project Description	Grant
27.	Emma Productions, Toronto	Video on women and housing problems	$10,000
28.	My Brother's Place, Toronto	Self-help revolving housing fund	$10,000
29.	Frontiers Foundation, Toronto	Video on housing issues in native and northern Ontario communities	$10,000
30.	Committee for Equal Access to Apartments (E.A.A.), Toronto	Public education and advocacy for equal access for the hard-to-house	$10,000
31	Women and Environments Magazine, Toronto	Special issue on women and homelessness	$1,000
32.	On the Line Music Collective, Toronto	Songs and stories of homeless women	$6,000
33.	United Nations Assoc. in Canada, Ottawa	Ontario high school debating competition on IYSH	$5,000
35.	The Elizabeth Fry Society, Hamilton	Housing registry to assist female ex-offenders in finding long term accommodation	$10,000
36.	Housing Networking Project, Hamilton	Canadian conference workshop report and newsletter	$3,000

	Proponent	Project Description	Grant
37.	Haldimand-Norfolk Work Group in Simcoe	Drop-in centre for transient workers and inadequately housed people	$5,000
38.	Akwa-Honsta, Toronto	Identify and acquire housing for natives	$6,250
39.	Parkdale Community Legal Services, Toronto	Report: "Shelter as a legal right"	$4,000
40.	Phoenix Rising Magazine, Toronto	Special issue on housing and homelessness	$5,000
41.	Youth Habilitation (Quinte) Inc., Belleville	Progressive housing for disadvantaged persons	$9,000
42.	School of Urban and Regional Planning, Queen's University, Kingston	Study on homelessness in Kingston and rural areas	$8,000
43.	Shepherds of Good Hope, Ottawa	Provide housing and services for difficult-to-serve homeless men	$10,000
44.	Guelph Int'l Resource Centre	Workshop on homelessness	$1,500

APPENDIX B : **REGIONAL WORKSHOPS**

Workshop Location	**Date**	**Proponent**
Hamilton	May 28	Mr. Mike Pennock Executive Director The Social Planning & Research Council of Hamilton and District 155 James Street South Suite 602 Hamilton, Ontario L8P 3A4 (416) 522-1148
Toronto	May 5	Mr. Jim Ward Jim Ward Associates 35 Browning Avenue Toronto, Ontario M4K 1V8 (416) 463-1661
Windsor	June 5	Mr. Hilary G. Payne Chairman Windsor/Essex Housing Advisory Committee/ Social Development Council 205 University Avenue East Windsor, Ontario (519) 255-6439
Thunder Bay	May 29	Ms Brenda Reimer President Lakehead Social Planning Council Community Information & Referral Centre 221 Bay Street Thunder Bay, Ontario P7B 1R1 (807) 345-3631

Workshop Location	Date	Proponent
Sault Ste. Marie	June 18	Mr. Robert LaPorte General Manager Algoma Resource Development Corporation 79 Norden Crescent Sault Ste. Marie, Ontario P6B 1T3 (705) 942-3231
Ottawa	June 19/20	Mr. Frank Martin Executive Director Social Planning Council of Ottawa-Carleton 256 King Edward Avenue Ottawa, Ontario K1N 7M1 (613) 236-3658

APPENDIX C:
IYSH ESSAY WRITING AND POSTER DESIGN PROJECT

Outstanding Essays

1. Brian Globus, Waterloo (12 and under age group)
2. Tricia Woolcott, Owen Sound (12 and under age group)
3. Matthew Beattie, Sarnia (13-17 age group)
4. Eric Jardinsen, Simcoe (13-17 age group)
5. Enza Civello, Toronto (18 and over age group)
6. Sharon Haward, Scarborough (18 and over age group)

Outstanding Posters

1. Anna Kaminski, Cambridge (12 and under age group)
2. Cynara Mori, Nepean, (12 and under age group)
3. Cathy Bunn, Etobicoke (13-17 age group)
4. Julie Gilbert, Napanee (13-17 age group)
5. Melandro Quilatan, Mississauga (18 and over age group)
6. Linda Smallboy, Moose Factory (18 and over age group)

Posters, Special Mention

1. Stephenie Levanto, Red Rock (12 and under age group)
2. Gabriel Pelletier, Embrun (12 and under age group)
3. Ernest Ningewance, Collins (13-17 age group)

APPENDIX D:
CANADIAN STUDY PROGRAMME

DELEGATES HOSTED BY ONTARIO

Mr. M. Arachchi, Manager, Finance Division, National Housing Development Authority, Colombo, Sri Lanka (Ottawa RHPO)

Mr. A. C. Mosha, Professor, Ardhi, Institute, Dar-es-Salaam, Tanzania (Hamilton RHPO)

Mr. L. Pitter, Executive Director, Institute of Hunger Affairs, Kingston, Jamaica (Toronto/London RHPO)

Mrs. C. Anokwa, Lecturer, University of Ghana, Accra, Ghana (Thunder Bay/Sudbury RHPO)

Mrs. C. Sibeudu, National Secretary-IYSH, Ministry of Works & Housing, Lagos, Nigeria (IYSH Secretariat)

Ms P. Gopalan, Programme Officer, Women and Housing, Society for Promotion of Area Resource Centres, Bombay, India (Toronto YWCA)

APPENDIX E:
IYSH AWARDS PROGRAMME WINNERS

CATEGORY I - COMMUNITY SERVICE
This category was open to organizations including communities, and municipalities that demonstrated initiative or a self-help effort in addressing and meeting the support needs of homeless people.

Award Recipients:

a) **Rooftops Canada Foundation**
151 John Street, Suite 400, Toronto, Ontario M5V 2T2
Telephone: (416) 578-1641
Mr. Barry Pinsky, Co-ordinator

Rooftops Canada Foundation, a non-profit organization, is committed to encouraging Canadian housing co-operatives to become more aware of, and involved in international shelter issues. It actively promotes international co-operation by raising funds and providing technical assistance for shelter projects in developing countries.

It has supported housing projects in Kenya, Mozambique, Chile, Nicaragua, Jamaica, Angola, and India.

b) **The Single Displaced Persons Project**
147 Queen Street East, Toronto, Ontario M5A 1S1
Telephone: (416) 364-8228
Dr. Larry Peterson, Staff Co-ordinator/Director

The Single Displaced Persons Project (SDPP) is a network of people from downtown Toronto churches and social service agencies working together since 1974 to respond to the needs of the homeless and poorly housed in the city.

SDPP has produced three papers, "The Case for Long-Term Supportive Housing" (Summer, 1983), "Hostels and Homelessness" (Fall, 1983), and "From Homelessness to Home: the Case for Facilitative Management" (Summer, 1987) which have all been instrumental in raising public awareness of homelessness in Toronto.

Members of SDPP have directed much effort towards the development of long-term affordable housing for low-income single people. They are currently involved in managing a number of housing projects for those who have been homeless.

CATEGORY II - MODEL HOUSING PROJECTS
This category was open to organizations including communities and municipalities that developed or were developing projects that meet the housing needs of homeless people.

Award Recipients:

a) **Homes First Society**
90 Shuter Street, Toronto, Ontario M5A 2A2
Telephone: (416) 362-2827
Dr. Bill Bosworth, Executive Director

Homes First Society developed and operates an 11 storey, 77 unit housing project in downtown Toronto which houses former homeless people who share apartments in groups of four to five.

The project is innovative in that the residents themselves played an active role in the physical design and management of the building and in the selection of its tenants. In addition, residents have access to support services when necessary. As a result of their involvement in their own house, these people have learned to live together and become more independent.

b) **Frontiers Foundation/Operation Beaver**
2615 Danforth Avenue, Suite 203, Toronto, Ontario M4C 1L6
Telephone: (416) 690-3930
Rev. Charles Catto, Executive Director

Frontiers Foundation/Operation Beaver recruits volunteers from all over Canada and overseas to help build housing and community facilities in northern native and non-native communities.

Since 1964, volunteers and local residents have built or renovated over 1000 homes as well as a number of community centres, schools and churches. Many of these northern communities are remote with hidden problems of homelessness, substandard housing, and a lack of facilities. This year, volunteer teams will work on 18 projects in Northern Ontario.

CATEGORY III - SPECIAL RECOGNITION
This category was open to individuals who have shown a special commitment or exemplary leadership in addressing the needs of homeless people.

Award Recipients:

a) **Ruth Morris**
168 Isabella Street, Toronto, Ontario M4Y 1B6
Telephone: (416) 925-4386

Ruth has worked very closely with homeless people in Toronto. She was the founding chairperson of "My Brother's Place", a halfway house for hard-to-serve people with prison and psychiatric histories. She was involved with three projects focussing on homeless people during 1987.

First, she founded "The Caring Corner", a drop-in centre for street people. Second, she developed a self-help revolving fund which provided loans for groups of street people to rent a house. Her third project is writing a book based on interviews with homeless people. Ruth is presently the executive director of the John Howard Society in Toronto.

b) **Jacques Tremblay**
16 Havill Street, Cambridge, Ontario N1R 2G4
Telephone: (519) 622-1548

Jacques, a community outreach worker, has worked on behalf of homeless people, often on a voluntary basis, in both urban and rural areas. In rural Simcoe, he was instrumental in setting up a housing program for the psychiatrically disabled members of 'ABEL' Enterprises Work Co-operative. In Toronto, he has worked directly with homeless people at emergency shelters and drop-in centres.

Through his ability to relate to homeless people, Jacques has taught them life skills and helped them gain self-esteem to enable them to live successfully in the community. He has also been involved in the design of long-term housing for homeless people and training community workers to work with them.

APPENDIX F:
LIST OF COMMUNITIES HOLDING INFORMATION SESSIONS ON ACCESS TO PERMANENT HOUSING COMMITTEES

Windsor	February 26
Sudbury	March 8
Hamilton	March 9
Kitchener-Waterloo	March 21
Orangeville	March 22
Peel-Mississauga	March 28
Thunder Bay	March 29
Oshawa/Whitby	April 7
Kingston	April 7
Peterborough/Lindsay	April 11
Ottawa/Carleton	April 12
Brantford	April 14
Timmins/Cochrane	April 26
Kenora	April 28
London	May 5
North Bay	May 9
Barrie	May 10
Fergus	May 11
East York	May 12
Niagara Region/ St. Catharines	May 20
Coburg	May 24
Cornwall	May 30
Kirkland Lake	June 7
Belleville	T.B.A.
Brockville	T.B.A.
Collingwood	T.B.A.
Ear Falls	T.B.A.
Metro Toronto	T.B.A.
Red Lake	T.B.A.
Sarnia	T.B.A.
Sault Ste. Marie	T.B.A.
York Region	T.B.A.

This report is about:

- people literally without shelter;
- people who use the emergency shelter system as a permanent form of accommodation; and
- tenants living in overcrowded, substandard housing and/or who pay more than 50% of their income on rent.

MORE THAN JUST A ROOF:

Action to end homelessness in Ontario

FINAL REPORT OF THE MINISTER'S ADVISORY COMMITTEE ON THE INTERNATIONAL YEAR OF SHELTER FOR THE HOMELESS (IYSH)

Developing an understanding of homelessness, this report moves beyond the graphic media images of the homeless as bench dwellers and bag ladies. It goes beyond identifying the causes of homelessness by recommending strategies for increasing the supply of social housing to meet the needs of the homeless. While the report focuses largely on the housing problem, it also stresses the relationship between permanent, affordable housing and the range of support services necessary to meet the needs of homeless people.

ISBN 0-7729-4186-6

Copyright © 1988 by Ontario Ministry of Housing
777 Bay Street, Toronto, Ontario M5G 2E5